

COUNCIL MEETING 4/5/12

APPROVED BY

AGENDA ITEM NO. 5:00 P.M.

DEPARTMENT DIRECTOR

CITY MANAGER

April 5, 2012

FROM: MARK SCOTT, Interim Director

Development and Resource Management Department

BY: KEITH BERGTHOLD, Assistant Director

Development and Resource Management Department

SUBJECT: REVIEW AND SELECT A PREFERRED ALTERNATIVE FOR THE PREPARATION OF THE

2035 FRESNO GENERAL PLAN UPDATE

RECOMMENDATION

 Review and consider the alternatives analysis reports prepared by City Staff and Consultants and the recommendations of the General Plan Citizens Committee for Alternative 'D' and the Fresno City Planning Commission for Alternative 'A' as the Preferred Alternative for the 2035 General Plan Update.

2. Interim Director and Assistant Director for the Development and Resource Management Department also recommend Alternative 'A' as the general plan land use Preferred Alternative.

Selection of the Preferred Alternative will guide work on, and be implemented by, an updated Development Code. It will also allow staff and consultants to proceed with the completion of the plan text, land use maps, circulation system improvements, noise contours, proposed parks, trails, bikeways and open space network, and with the preparation of the baseline environmental analysis information, that will be represented by the Draft 2035 General Plan scheduled to be considered by City Council in July 2012.

EXECUTIVE SUMMARY

The City of Fresno has initiated a program to prepare an update of the 2025 Fresno General Plan (FGP) and Master Environmental Impact Report (MEIR) together with a new implementing zoning and development code utilizing DOE Energy Efficiency and Conservation Block Grant (EECBG), HUD Sustainable Communities Initiative, and California Strategic Growth Council Sustainable Communities grant funding. The firm of Dyett & Bhatia Urban and Regional Planners, and MW Steele Group Urban Designers and Planners, which both have extensive experience in working with communities in the San Joaquin Valley region, were retained to provide professional consulting services to lead this effort. A 17-member General Plan Citizens Committee was subsequently appointed by the City Council and the Mayor to work with and advise the Sustainability Services Long Range Planning staff and consultants in this effort to formulate a general plan update.

Following 18 Citizen Advisory Committee meetings, as well as 14 community public information meetings and Planning Commission briefings, four conceptual alternatives were presented to the Advisory Committee and the Fresno City Planning Commission for consideration and selection of a preferred alternative. In addition to the four alternatives prepared by the City's planning team and a fifth alternative presented by the Building Industry Association of Fresno-Madera Counties was considered. The attached GP Alternatives Report, Fiscal Analysis Report, Rapid Fire Analysis, and Summary Comparison Evaluations were provided to the GP Citizens

Advisory and Planning Commission and posted on the City's website for public access and review. On March 19th the Advisory Committee recommended the selection of Alternative 'D' as the preferred alternative. On March 21st the Fresno City Planning Commission recommended the selection of Alternative 'A' as the preferred alternative. The staff recommends that the City Council consider the information provided by the attached descriptions and comparisons of the alternatives and select a preferred conceptual alternative. The direction provided by City Council selection of a preferred conceptual plan will allow the City's planning team to complete preparation of the plan text with statements of goals, objectives policies and other implementing strategies, plus land use maps and other required elements of a complete draft General Plan. Selection of a preferred conceptual alternative will also allow the planning team and the environmental consultants to prepare baseline environmental impact information. The draft general plan update including land use plan and circulation maps together with other appropriate illustrations and written text will be presented to the Advisory Commission and Planning Commission in June 2012, and to the City Council in July 2012 for initiation of the Preferred Alternative in the form of a Draft General Plan document for completion of environmental review documentation (MEIR) and public hearings.

BACKGROUND

The City's program to update the 2025 Fresno General Plan together with preparation of new implementing zoning and development codes is a part of the Sustainable Fresno effort within the Development and Resource Management Department which has been funded by federal grants from the U.S. Department of Energy (DOE) under the Energy Efficiency & Conservation Block Grant (EECBG) program and HUD Sustainable Communities Initiative, and a state grant from the California Strategic Growth Council Sustainable Communities grant funding. The DOE grant was provided to the City of Fresno for the Energy Efficiency Survey program and to encourage comprehensive energy conservation and efficiency in Fresno's land use planning and property development standards. The other grants were provided to integrate long term community sustainability principles and practices into land use planning and zoning in Fresno.

The general plan and code update effort will refocus the City's long range planning vision for the metropolitan area through the year 2035 and provide for modernization of the implementing zoning and subdivision ordinances within a unified development code. The 2025 Fresno General Plan was adopted In November 2002 and will soon reach the State's ten-year planning timeframe for consideration of a comprehensive update. Additionally, while the Master Environmental Impact Report (MEIR) has been augmented by subsequent adoption of general plan air quality and climate mitigation policy measures, it is now crucial for this document to be comprehensively updated in order to preserve its optimal usefulness as a project review and implementation streamlining tool. Furthermore, completion of the 2035 FGP update with accompanying Master Environmental Impact Report will facilitate the replacement of the City of Fresno's antiquated zoning and property development standards and procedures with a more streamlined and user friendly comprehensive development code.

The preparation and consideration of the updated 2035 FGP is in keeping with the settlement of a California Environmental Quality Act (CEQA) lawsuit filed by the Medical Advocates for Healthy Air (MAHA) which had contested the adoption of the 2025 Fresno General Plan and the adequacy of the Master Environmental Impact Report. In response to the identified concerns of MAHA, the City made a commitment to further examine the potential opportunities and air quality benefits of focused development within the conceptual activity centers and transit corridors identified by the 2025 FGP. The City entered into a professional services contract with the firm of Valley Planning and Research, which together with the firm of Community Design and Architecture has performed these analyses which inform corridor intensification opportunities. The general plan update work has benefited from the utilization of information provided by this activity center and corridor analysis together other fiscal, public facility and environmental resource performance analysis prepared as a

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part of the general plan update program. Information from these analyses is provided within the attached supporting documentation and is available in the many studies and reports posted at www.fresno.gov/newplan.

In addition the general plan update effort has been informed by the utilization of analysis provided by the other recent studies such as the second phase of the Fresno Public Transportation Infrastructure Study, the Bus Rapid Transit corridor analysis and the Southeast Growth Area (SEGA) study and preliminary draft plan.

During the past year, the Development and Resource Management Department, Sustainability Services Division long range planning team has been working with the General Plan Advisory Committee, appointed by the Mayor and City Council, and the project consultant team comprised of the firms of Dyett and Bhatia Urban and Regional Planners and the MW Steele Group, to prepare information and subject area analyses to inform the process of formulating and conceptual general plan alternative. This extensive background information has been reviewed with the Advisory Committee and the public utilizing numerous public meetings and the City's website. Fifteen documents are presently available in electronic format on the General Plan website page including the Map Atlas of existing conditions and five working papers addressing the topics of Economic Development, Urban Form, Healthy Communities, Transportation and Resource Conservation. In addition the conceptual plan Alternatives Analysis Report, Fiscal Impact Analysis of Concept Alternatives and General Plan Rapid Fire Scenarios evaluation have been made available and reviewed by the Advisory Committee. These reports together with the conceptual alternatives have also been extensively reviewed in publicly noticed community information meetings as well as discussed with various community and stakeholder interest groups including the Building Industry of Fresno and Madera Counties, the Building Healthy Neighborhoods Initiative groups, and many others within Fresno.

Summary Description of Concept Alternatives 'A' through 'D'

Using information provided by these foundational studies the planning team formulated three conceptual alternatives (identified as A, B and C) reflecting a range of land use type and intensity allocations to accommodate updated projections of population and employment growth through the year 2035. Alternatives A and B provided concepts which could accommodate projected growth within the presently planned urban boundary and Sphere of Influence. Alternative C reflected growth to be accommodated with a greater proportion of lower density residential development necessitating an expansion of these boundaries. Subsequent to the discussion of these alternatives, the Citizens Advisory Committee requested that a fourth alternative (identified as D) be formulated which was a hybrid combination of the first three and envisioned intensified development of infill areas together with a more moderate expansion of the planned urban boundary. In response to these concepts, a group representing the BIA prepared a fifth alternative (identified as E) which reflected their perspective of the need to accommodate additional capacity for low to moderate density residential development within an expanded growth boundary.

The attached documents including the Fresno General Plan and Development Code Update Alternatives Report describe and compare the four Alternatives A through D in detail. Information is also attached pertaining to Alternative E. The alternatives report generally describes the first four alternatives as follows:

Alternative A "Boulevard Plan" focuses on the re-building of the primary corridors as a series of
neighborhood and regional mixed use centers surrounded by higher density housing. About half of
the projected residential growth is located in infill areas, on the corridors, and Downtown, with the
balance in growth areas. This alternative projects to generate the lowest vehicle miles travelled per
capita (VMT) with higher volumes along the major transportation corridors.

- Alternative B "Growth Areas Plan" focuses on development located in the more peripheral growth
 areas of the adopted sphere of influence with a slightly lower over-all density compared to Alternative
 A. It envisions some modest re-building of the primary transit corridors with higher density mixed use
 infill development, but without the emphasis upon mixed use centers. This alternative projects to
 generate higher VMT than Alternative A.
- Alternative C "Expanded Sphere of Influence Plan" follows the prevailing patterns of existing land
 uses and densities with modest attention to primary transit corridors comparable to Alternative B. It
 would accommodate more peripheral development with a future expansion of the sphere of influence
 to the southeast. This land use concept projects to generate the highest VMT and average trip length
 of the four alternatives although it generate less travel demand along the primary corridors.
- Alternative D "Hybrid Plan" combines aspects of alternatives A, B and C with less expansion of the Sphere of Influence in comparison to Alternative C. This alternative projects to generate VMT per capita and average trip length comparable to Alternative B and less traffic volume on the major transportation corridors than Alternative A but results in the highest freeway traffic volumes of the the four alternatives.

Summary of Guiding Principles Developed by the General Plan Citizens Committee

The General Plan Citizens Committee developed and recommended the following Guiding Principles for the General Plan Update and to use in evaluating the concept alternatives as described in more detail in the General Plan Alternatives Report for the General Plan Citizens Committee:

- Opportunity, Economic Development, Business and Job Creation
- A Successful and Competitive Downtown
- A City that Values Resource Conservation, Efficiency, and Resilience
- Improved Air Quality
- · A City that Values Agriculture
- · Protect, Preserve and Enhance Natural, Historic, and Cultural Resources
- More Choices (A Diversity of Housing, Jobs, and Neighborhoods)
- Diversity of Urban and Suburban Communities
- Complete Neighborhoods for New Development
- Healthy Communities and Improved Quality of Life in Existing Neighborhoods
- Corridors and Centers that Support Transit Use
- Multi-Modal Connectivity and Complete Streets
- Existing Public Infrastructure and Service Deficiencies Cured; Investing for Increased Competitiveness in the Future
- Planning and Investment Partnerships Among Land Owners, Developers, Public Agencies, Communities and Institutions
- A City with A Spirit of Citizenship
- A Model for Growth Management Planning and regional Policy and Cooperation
- Recreational Opportunities

The following is a summary comparison of residential allocations and gross densities that define the various concept alternatives.

Summary of Residential Capacity Comparisons of GP Alternatives by Sub-Region¹

| Sub-Region | Alt. 'A' | Alt. 'B' | Alt, 'C' | Alt. 'D' | BIA - Alt. 'E' |
|--|---|--|--|--|--|
| | Housing Units / Gross Density Per Acre ² | Housing Units / Gross Density Per Acre |
| Totals | 76,000 / 9.4 | 79,000 / 7.5 | 79,000 / 5.3 | 80,000 / 6.7 | 79,000 / 5.3 or less ³ |
| Infill Total | 28,000 / 11.8 | 15,000 / 8.5 | 15,000 / 5.8 | 21,000 / 7.8 | 17,000 / 6.4 |
| Corridors | 9,500 / 11.8 | 3,000 / 8.5 | 3,000 / 5.8 | 5,000 / 7.8 | 5,000 /7.8 |
| Non- Corridors | 18,500 / 11.8 | 12,000 / 8.5 | 12,000 / 5.8 | 16,000 / 7.8 | 12,000 / 5.8 |
| Downtown | 11,000 ⁴ | 11,000 | 11,000 | 11,000 | 11,000 |
| Infill and Downtown Subtotal / % of Total | 39,000 /51% | 26,000 / 33% | 26,000 / 33% | 32,000 / 40% | 28,000 / 35% |
| North Growth Area | 2,000 / 6.3 | 2,000 / 6.8 | 2,500 / 5.0 | 2,500 / 5.7 | 2,500 / 5.0 |
| Southwest Growth Area | 9,000 / 8.1 | 10,000 / 6.6 | 8,000 / 4.4 | 10,500 / 5.9 | 8,000 / 4.4 |
| West Growth Area | 14,500 / 7.6 | 15,000 / 7.3 | 14,500 / 5.3 | 17,000 / 6.1 | 14,500 / 5.3 |
| SEGA | 11,500 ⁵ | 26,000 | 19,500 | 11,500 | 11,500 |
| SOI Expansion | 0 | 0 | 8,500 / 6.0 | 6,500 / 7.2 | 14,500 / 2.19- 4.98 |
| Growth Area Subtotal / % of Total | 37,000 / 49% | 53,000 / 67% | 53,000 / 67% | 48,000 / 60% | 51,000 / 65% |

For Details - Please refer to Page VI - General Plan Alternatives Report - For the General Plan Citizens Committee at www.fresno.gov/newplan - and other related documents posted there.

Gross Density calculation does not exclude dedications of public rights-of-way and other land for public facilities which usually total approximately 25% of total land area and increase net density calculations proportionately. Calculations of density in all alternatives do not include Downtown or SEGA - figures are for comparison among alternatives and do not represent absolute totals that can be achieved when Downtown or SEGA are included.

Building Industry Assoc. - BIA Alternative E - Uses Alt 'C' specs as a platform for modifying SEGA by reducing 'C' level allocation in SEGA by 8,000 dwelling units and shifting 2,000 of these units to Corridor Infill using Alt. 'D' specs and allocating the other 6,000 dwelling units to the Southwest SOI expansion shown in Alt. 'C' (BIA E also adds another 640 acres to land area of expansion of 1/2 west of Grant from Shields to Belmont) at a density designated by the BIA as Single Family Medium Low consistent with 2025 GP land use designations which indicate a range from 2.19-4.98 units per acre for the increased total of 14,500 units in the SOI expansion area. Based upon the math of Alt. E - it would perform like Alt. 'C' in the various fiscal, transportation, resource and environmental evaluations conducted for Alts 'A' through 'D'.

Density Not Calculated in Downtown area - Assumed the same for all alternatives

⁵ <u>Densities in SEGA are not calculated</u> – densities and land areas consumed will depend upon the Alternative selected by City Council and should be equal to or higher than the densities in the growth areas in the associated alternative.

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Additional Alternatives Analyses and Comparisons

Separate fiscal and multi-variable comparison analyses of the concept alternatives were conducted and are represented by the attached 'Fiscal Impact Analysis of Concept Alternatives' prepared by Economic Planning Systems under sub-contract to Dyett & Bhatia, and by the 'Fresno General Plan Rapid Fire Scenarios and Co-Benefits Analysis' prepared by Calthorpe Associates working with Long Range Planning and Sustainable Fresno Energy Efficiency Staff and graciously offered to the City of Fresno at no cost. (A paying customer would have paid \$25,000 for this consulting work and analysis.) Calthorpe Associates developed the Rapid Fire assessment model for state agencies and has prepared state wide analyses represented by 'Vision California' and analyses for the Southern California Association of Governments and other regional planning entities. Calthorpe works closely on model development, deployment, and data sharing with the University of California at Davis and The Governor's Office of Planning and Research, among others. Fresno is the first city to have a calibrated assessment using the Rapid Fire Model for a General Plan formulation effort. A Staff summary of the three comparative evaluation documents is also attached and these will be reviewed with City Council at the April 5th public hearing.

Attachments:

General Plan Alternatives Report for the General Plan Citizens Committee

Fiscal Impact Analysis of Concept Alternatives

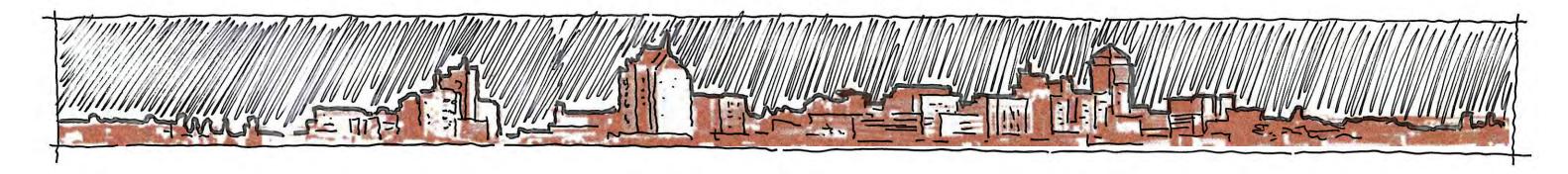
Fresno General Plan Rapid Fire Scenarios and Co-Benefit Analysis

Summary Comparison of Three Evaluations: GP Alternatives Report for GP Citizens Committee, EPS Fiscal Impact Analysis, and Rapid Fire Scenarios

Fresno

General Plan and Development Code Update

Alternatives Report For the General Plan Citizens Committee



Prepared by:





March 16, 2012

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EXECUTIVE SUMMARY



BACKGROUND

Research, information gathering, community engagement and expert opinion have all been focused over the past year on creating the 2035 Fresno General Plan, an update to the current plan. This work has been a collaborative effort between the public, City staff and a team of experts led by Dyett & Bhatia, Planning Consultants.

This document is a stopping point along the way to the creation of the plan where we can examine four potential overall plans to accommodate the anticipated growth of Fresno. Once a preferred alternative has been identified, the process will move forward with further review, evaluation and detail.

THE FOUR ALTERNATIVES

The best way to understand the potential of a city plan is through the exploration of alternatives. This approach allows the public and decision makers to understand the full range of possibilities. While the alternatives are distinct from one another in the allocation and type of development planned to accommodate the projected growth of Fresno, they share an overall urban form. The overall urban form elements are established by existing circulation and buildings and will remain as the city's configuration in the future.

The four alternatives are lettered A through D and are defined in the following ways:

- A. <u>The Boulevard Plan</u>. Focuses on the re-building of the primary corridors as a series of neighborhood and regional mixed use centers surrounded by higher density housing. About half the projected residential growth is located in infill areas, on the corridors, and Downtown, with the balance in growth areas.
- B. <u>The Growth Areas Plan</u>. Focuses on development located in the growth areas at a slightly lower density than A. This alternative envisions some modest re-building of the primary transit corridors with higher density mixed use infill development, but without the emphasis on mixed use centers.
- C. <u>The Expanded Sphere of Influence Plan.</u> Follows the patterns of existing land uses and densities, with modest attention to primary transit corridors comparable to alternative B, and with some expansion of the Sphere of Influence to the southwest that is seen as potential expansion in the future.
- D. <u>The Hybrid Plan.</u> Is a hybrid of alternatives A, B and C with some expansion of the Sphere of Influence that is seen as potential expansion in the future as in alternative C.

MEASURING PERFORMANCE OF THE ALTERNATIVES

Six measures, some qualitative and some quantitative, are used to evaluate the four alternatives as described briefly below and detailed in the balance of this report, plus a standalone fiscal analysis. City staff is also developing some separate additional comparisons that will be presented along with these reports.

Capacity

The alternatives all assume generally the same overall capacity to accommodate Fresno's growth through 2035 as expressed primarily by new dwelling units. While each alternative arranges the needed residential growth in different patterns, the total dwelling units provided for range from 76,000 to 80,000, a 5% variation. A full table comparing the alternatives and their capacity in detail follows this executive summary. As an overall comparison, however, the following residential capacities provide a measure of each alternative.

- A. *The Boulevard Plan* envisions approximately 39,000 dwelling units in infill areas, Downtown, and focused around mixed use nodes on the corridors of Blackstone, Ventura-Kings Canyon, Shaw and Herndon and 37,000 dwelling units planned for the growth areas.
- B. *The Growth Areas Plan* envisions approximately 26,000 dwelling units in infill areas, Downtown, and on the corridors, with 53,000 units in growth areas.
- C. The Expanded SOI Plan envisions approximately 26,000 dwelling units in infill areas, Downtown, and on the corridors and 53,000 units in growth areas, including a 5,440 acre expansion of the SOI.
- D. *The Hybrid Plan* envisions 32,000 dwelling units in infill areas, Downtown, and on the corridors and 48,000 units in the growth areas, including a 3,040 acre expansion of the SOI.

Each alternative accommodates the anticipated growth, but in somewhat different concentrations. Two of the four call for SOI expansion to accommodate future residential areas.

Employment to Housing Balance

Also known as "jobs to housing" this measure compares a projection of total employment generated per household for each alternative with the 2005 and 2035 Fresno COG scenarios. The projected jobs housing balance for alternatives A, B and D is 1.34 jobs per household and C is 1.40. This compares to COGs projected balance of 1.27 for 2005 and 1.24 for 2035.

Under each alternative, Fresno would be more of a regional job center than it is today.

City Building

Urban form, neighborhoods, connectivity, walkability, opens space and balanced growth are just some of the measures of city building. The results and indicators may be more quality driven than quantity driven. However this factor is measured, it is what creates lifestyle and makes a city interesting and memorable.

The citizen's committee has adopted a Vision and set of Guiding Principles that have been used to evaluate the alternatives, measuring their performance against these qualitative principles. The Vision and Guiding Principles are outlined in 2 Introduction and form the basis for evaluation table in 3 Comparison of the Plan Elements. The overall results of applying this set of values to the specifics of the varying plans yields the following ranking of the alternative.



- A. The Boulevard Plan is ranked <u>first</u> on the basis of the qualitative elements expressed in the Vision and Guiding Principles evaluation.
- B. The Growth Areas Plan is ranked third on the same basis.
- C. The Expanded SOI Plan is ranked fourth using this same comparison.
- D. The Hybrid Plan is ranked second using these criteria.

A review of the criteria and ranking method will reveal a lack of scientific evidence, but rather a system based on goals and aspirations for the City of Fresno in the future. This evaluation is equally important to those that involve measurable metrics as it addresses the issue of lifestyle.

Mobility, Transportation and Air Quality

The success of plans and the resulting built environment are often judged and measured by traffic and its impacts. No one likes to wait in traffic or drive more miles than needed to get to their job, doctor, school, restaurant or store. With that in mind, one of the most significant measures of traffic efficiency resulting from a land use plan is Vehicle Miles Traveled per Person. This measure indicates convenience, but greenhouse gas and air quality is directly affected by this metric. Diving more miles each results in more carbon and other emissions being exhausted into the atmosphere with the result being ever more air pollution.

A more thorough discussion of mobility and transportation is contained in section 3.

- A. The Boulevard Plan results in the lowest vehicle miles travelled per capita (VMT) of the four alternatives and the lowest average trip length. Because of its proposed development of the corridors, it results in the highest traffic volume on the corridors and SR41 although both remain generally within existing capacity.
- B. The Growth Areas Plan results in higher VMT and average trip length than Alternative A, but less than Alternative C. Traffic volume on the corridors and freeways is the lowest of the four alternatives due to its balanced growth pattern.
- C. The Expanded SOI Plan results in the highest VMT and average trip length of the four alternatives. Traffic volume on the corridors is less than alternatives A and D, but more than alternative B. Traffic volume on the freeways is equal to Alternative A, but less than D and more than B, with the primary impact being on SR 180
- D. *The Hybrid Plan* results in higher VMT and average trip length than Alternative A, about the same as B, but less than C. Alternative D results in less volume on the arterials than A, but more than B or C due to the emphasis on corridor development. Freeway volumes produced by Alternative D are the highest of the four alternatives.

Greenhouse Gas Emissions and Air Quality are a direct function of vehicle miles traveled due to emissions at the exhaust pipe. With the lowest VMT, Alternative A is likely to have the least impact on air quality. Further study of air quality and global warming will be conducted with the MEIR.

<u>Mass transit</u> effectiveness is directly related to the potential ridership of transit corridors. Alternatives A and D produce the highest density on the corridors; therefore can be expected to support mass transit to a higher level than the other alternatives.

While each alternative increases traffic volume on corridors and freeways to some degree, it is expected at this early stage, that the existing road system can be expected to accommodate this increase. (The MEIR will further study this assumption.) If that proves to be the case, allowing the existing corridors to absorb much of the traffic associated with growth will reduce the stress on the outlying road system in the growth areas.

While there is no clear "winner" in this analysis, the lower VMT and its associated impact on air quality and support for mass transit due to urban form and growth patterns, indicates a preference for either Alternative A or D.

Fiscal And Economic Impacts

Each alternative brings with it opportunities to create greater land value, job opportunities, commercial opportunities and revenue, as well as different fiscal implications for the costs associated with providing public services and the ongoing maintenance of public facilities. There is also the potential for economic impacts due to increased infrastructure costs associated with developing both infill and Greenfield land and intensifying Bus Rapid Transit (BRT) corridors.

A fiscal analysis study that evaluates the alternatives has been prepared and is under separate cover. This analysis should be considered alongside the other means of evaluation of the proposed alternatives.

Implementation

The measure of each alternative is how it makes use of existing infrastructure or conversely requires infrastructure such as roads and utilities. Another important measure of implementation is based on the provision of the type of land uses that represent feasible and productive housing types in particular. In Fresno the residential development industry and current market is primarily driven by the sale of single family detached housing which is an important component of each alternative.

More detailed and concrete implementation strategies are contingent upon selection of a preferred alternative with its specified mix and diversity of densities and focus areas for development and revitalization. In all alternatives, as noted below, more specific or precise planning will be beneficial to achieve more complete neighborhoods and interconnected communities.

Building complete neighborhoods and interconnected communities in the Growth Areas presents unique challenges and opportunities. Much of the available land in these areas exists only as individual small to moderate sized parcels often isolated from other developable parcels by existing development. This has the potential to result in checkerboard development without any sense of connection or community. In this setting, parcels are usually developed independent of one another often by different parties.

The challenge that results from this condition often boils down to; how do the various components of a complete neighborhood get built and who builds what? This is the question often asked along with; how are the needed facilities and housing types assured?

The opportunity lays in the increased value of development that results when a truly complete neighborhood exists or can be built. Each resident, land owner and developer has certainty about the surrounding development, its type, use and quality. This has proven to be a tangible benefit of building complete neighborhoods and strong communities.

Planning is the means to achieve this end. Although planning that must include unrelated parcels and development sites is difficult, it can be accomplished through particular attention to land use arrangements, housing types, public use sites and just as important; the pedestrian and vehicular connections that create an interconnected community. The Growth Areas that do not have Specific or Precise Plans adopted should be considered for this level of planning. It is only with such planning that the desired result of complete neighborhoods can be met.

NEXT STEPS

This document will lead to recommendations by the City Administration, Public, General Plan Update Citizens Committee, and Planning Commission for the selection of a preferred alternative by the City Council, targeted for July 2012. The preferred alternative will be the basis of the updated draft General Plan and Development Code, which in turn become the 'projects' assessed through the preparation of an updated Master Environmental Report.



| | Altern | ative A | Alterna | tive B | Alterna | tive C | Alterna | tive D | |
|--|----------------|---|---------------|--|---------------|---|---------------|-----------------------------------|--|
| | Emphasizes Rev | Emphasizes Revitalization, Infill, and Transit Corridors within SOI | | Balances Growth Area Development and Infill within SOI | | Continuation of Established Densities & Development Patterns, Expands the SOI | | Hybrid of Alts A,B,C | |
| Build Out by Sub-Region | Housing Units | Average Density (Units / Acre) ² | Housing Units | Average Density (Units / Acre) | Housing Units | Average Density (Units / Acre) | Housing Units | Average Density (Units / Acre) | |
| TOTALS | 76,000 | 11.4 Net / 9.4 GR | 79,000 | 9.4 Net / 7.5 GR | 79,000 | 6.8 Net / 5.3 GR | 80,000 | 8.5 Net / 6.7 GR | |
| Infill - Total | 28,000 | 12.5 / 11.8 | 15,000 | 9.5 / 8.5 | 15,000 | 6.7 / 5.8 | 21,000 | 9.0 / 7.8 | |
| Corridors | 9,500 | 9 | 3,000 | · · | 3,000 | | 5,000 | - | |
| Non-Corridors | 18,500 | | 12,000 | 1.4 | 12,000 | ÷. | 16,000 | 1.0 | |
| Downtown | 11,000 | Not calculated ³ | 11,000 | Not calculated | 11,000 | Not calculated | 11,000 | Not calculated | |
| Infill and Downtown Subtotal / % of Total | 39,000/51% | | 26,000 / 33% | | 26,000 / 33% | | 32,000 / 40% | 1 | |
| North Growth Area | 2,000 | 8.4 / 6.3 | 2,000 | 9.1 / 6.8 | 2,500 | 6.6/ 5.0 | 2,500 | 7.6 / 5.7 | |
| Southwest Growth Area | 9,000 | 10.8 / 8.1 | 10,000 | 8.8 / 6.6 | 8,000 | 5.9 / 4.4 | 10,500 | 7.8 / 5.9 | |
| West Growth Area | 14,500 | 10.2 / 7.6 | 15,000 | 9.7 / 7.3 | 14,500 | 7.1 / 5.3 | 17,000 | 8.2 / 6.1 | |
| SEGA | 11,500 | Equal to or Higher than above | 26,000 | Equal to or Higher than above | 19,500 | Equal to or Higher than above | 11,500 | Equal to or Higher than above | |
| SOI Expansion | 0 | - | 0 | | 8,500 | 8.0 / 6.0 | 6,500 | 9.6 / 7.2 | |
| Growth Area Subtotal / % of Total | 37,000 / 49% | | 53,000 / 67% | | 53,000 / 67% | | 48,000 / 60% | | |
| Build Out by Development Type 4 | 76,000 | % of Total | 79,000 | % of Total | 79,000 | % of Total | 80,000 | % of Total | |
| Activity Center/Regional Commercial | 3,800 | 5% | 2,100 | 3% | 3,300 | 4% | 4,800 | 6% | |
| Main Street/Commercial Corridor | 100 | 0% | 1,200 | 2% | 800 | 1% | 600 | 1% | |
| Mixed-Use Corridor | 2,300 | 3% | 500 | 1% | 200 | 0% | 1,700 | 2% | |
| Neighborhood Center | 1,300 | 2% | 300 | 0% | 2,500 | 3% | 400 | 1% | |
| Sub-Regional Center | 2,500 | 3% | 1,600 | 2% | 0 | 14 | 2,400 | 3% | |
| Suburban Residential | 1,900 | 3% | 5,800 | 7% | 16,000 | 20% | 8,200 | 10% | |
| Urban Residential | 25,700 | 34% | 17,200 | 22% | 8,200 | 10% | 21,900 | 27% | |
| Downtown | 10,900 | 14% | 10,900 | 14% | 10,900 | 14% | 10,900 | 14% | |
| Pipeline Projects | 3,300 | 4% | 3,300 | 4% | 3,300 | 4% | 3,300 | 4% | |
| SEGA | 11,500 | 15% | 26,000 | 33% | 19,700 | 25% | 11,500 | 14% | |
| Tentative Maps | 12,500 | 17% | 10,000 | 13% | 14,000 | 18% | 14,000 | 18% | |
| Build Out by City or County | 76,000 | | 79,000 | | 79,000 | | 80,000 | | |
| Within Existing City Limits | 40,000 | 53% | 31,500 | 40% | 32,500 | 41% | 38,500 | 48% | |
| Within SOI & SEGA — Outside Existing City Limits | 36,000 | 47% | 47,500 | 60% | 38,000 | 48% | 35,000 | 44% | |
| Outside Existing SOI | 0 | 4.4 | 0 | | 8,500 | 11% | 6,500 | 8% | |

⁽¹⁾ Includes mapped lots and pipeline projects

⁽²⁾ Net Density removes 25% of greenfield acreage for public infrastructure (roads, parks, schools), Gross Density includes all likely residential acreage. Calculations exclude pipeline projects and SEGA (units and acreage).

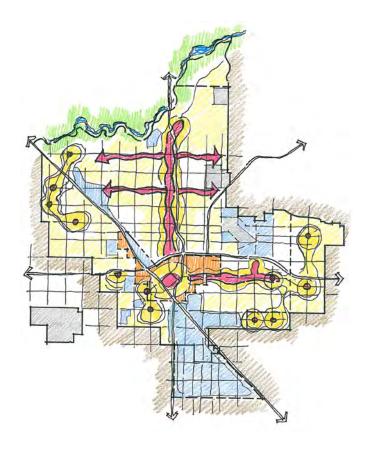
⁽³⁾ Downtown has only 100 acres of vacant land zoned for residential – so revitalization of existing commercial/office buildings and mixed use infill on commercially zoned land will produce dwelling units – which substantially increases average density achieved by the Fresno GP Update in total

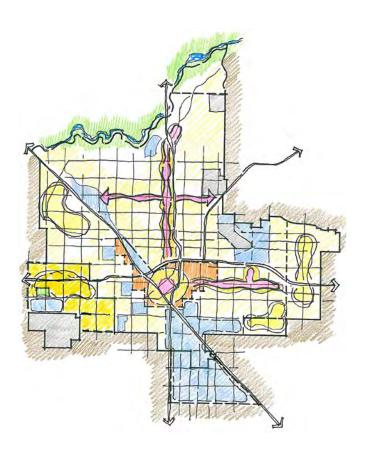
⁽⁴⁾ Includes build out from SOI expansion

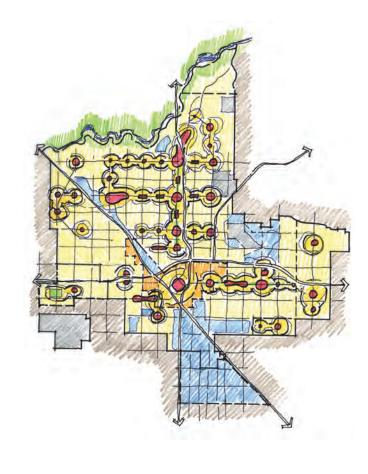
FIGURE E-1: CONCEPTUAL SKETCH ALTERNATIVES

While each conceptual plan shows an expanded industrial area south of the city, the buildout and impact of this strategy was only included in Alternative A. Selection of the Preferred Plan should include consideration of this option









Concept Alternative A
The Boulevard Plan

Concept Alternative B
The Growth Areas Plan

Concept Alternative C
The Expanded SOI Plan

Concept Alternative D
The Hybrid Plan

1 INTRODUCTION

The City of Fresno California is in the process of a regular update to its General Plan. The 1917 Fresno General Plan has been updated in 1958, 1964, 1974, 1984 and 2002. This update of the General Plan is based the growth of Fresno's population through 2035.

Setting the Stage

The preparation of the General Plan began with a Map Atlas that includes comprehensive base line physical information and five Working Papers that focus on the subjects of:

- 1. Economic Development
- 2. Urban Form and Land Use
- 3. Healthy Communities
- 4. Transportation and Mobility
- 5. Resource Conversation

These and other resources related to the General Plan and Development Code Update are available at www.fresno.gov/new plan

Building on this base line information, interviews and committee meetings, four land use alternatives have been developed for further study and eventually a selection of the preferred alternative that will form the basis of the General Plan and Development Code. This document further explains those alternatives, their genesis, characteristics, metrics and benefits.

1.1 PLANNING PROCESS

The planning process is a being conducted as a collaborative effort between city planning staff and a consultant team led by Dyett & Bhatia and MW Steele Group. The process began with stake holder interviews to understand the values and goals of many of Fresno's leaders, service organizations and businesses. A General Plan Citizens Committee (Committee) appointed by the Mayor and City Council Members has met 17 times since August 2011 to consider and discuss resource papers, studies, alternatives, vision concepts and more, providing guidance and direction to City staff and consultants on the General Plan Update process.

Working with the Public

The Map Atlas and working papers were reviewed and approved

- The Map Atlas and working papers were reviewed and discussed by the Committee and public
- 12 Community Workshops have been held so far to discuss the plan update, including two workshops with the Fresno Planning Commission
- Three alternatives were suggested by staff and consultants
- A fourth hybrid alternative was suggested as the result of a two day workshop with the Committee
- A vision for Fresno in 2035 and emerging themes of the plan were agreed upon
- The four alternatives have been reviewed by many residents, community groups, business and industry associations, agencies and institutions.

Deciding on the Preferred Plan

The recommendation and selection of a preferred alternative will be made based on this document by:

- The Public
- The Citizen's Committee
- The Fresno Planning Commission
- The Mayor and City Manager
- The Fresno City Council

This decision will be based on many measurements, needs, contingencies, variables and recommendations ultimately considered by the City Council, the vision and emerging themes recommended by the citizen's committee and described in 2. Concept Alternatives of this report. The following implications of planning for growth in Fresno are also important factors with which to evaluate the alternatives:

- Impacts on successful downtown revitalization
- Impacts on successful neighborhood revitalization and "completion"
- Fiscal impacts on long term municipal financial sustainability
- Economic development investment incentives that can be offered by the City
- Economic prosperity and job creation location of employment centers
- Water, energy, farmland resource consumption and long term costs
- Environmental quality issues
- Impact on the ability to provide a healthy community
- Mobility impacts, both private and public
- Demand created by Fresno metro area for additional residential and commercial uses being met by unincorporated community development and development in other cities
- Lifestyle preservation and enhancement

1.2 PURPOSE OF THE PLANNING ALTERNATIVES

As with all complex decisions, the best way to set the direction going forward is to understand the options or alternatives available. Alternatives with real differences are vital to the success of the endeavor and the four alternatives being considered are clearly different in form and impact.

Exploring the Potential

The plan alternatives were developed to explore four varying strategies for accommodating Fresno's growth to 2035. Recognizing the need for a physical plan around which to write the General Plan and Development Code, these alternatives will enable decision makers to decide on questions such as:

- Where is the most efficient place to grow?
- What's the right density we should consider?
- Can we stay within the Sphere of Influence or do we need to expand beyond the current border?
- Can we build within our existing infrastructure?
- Is there a better way to build community?
- Can we improve our economic situation?

The four alternatives explore these issues and can answer these important questions.

1.3 PLANNING CONTEXT

In 2009, the San Joaquin Valley Blueprint, led by the Fresno Council of Governments, completed an inclusive, multi-year, eight county regional planning process that built a consensus across the region for the following proposed Smart Growth Principles for the valley:

- 1. Create a range of housing opportunities and choices
- 2. Create walkable and bikeable neighborhoods
- 3. Encourage community and stakeholder collaboration
- 4. Foster distinctive, attractive communities with a strong sense of place
- 5. Make development decisions predictable, fair and cost effective
- 6. Mix land uses
- 7. Preserve open space, farmland, natural beauty and critical environmental areas
- 8. Provide a variety of transportation choices



Figure 1-1: 2025 Fresno General Plan Urban Form Map

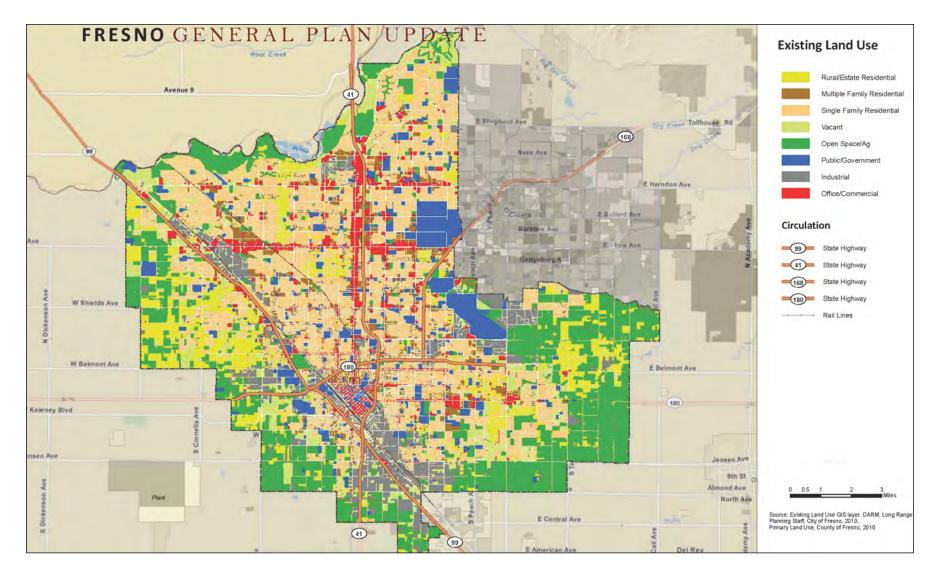


Figure 1-2: Existing Land Use Map - Refer to Map Atlas at www.fresno.gov/newplan

- 9. Strengthen and direct development toward existing communities
- 10. Take advantage of compact building design
- 11. Enhance the economic vitality of the region
- 12. Support actions that encourage environmental resource management
- 13. Plan for future water needs

While voluntary and not prescriptive, these principles provide a context and contemporary framework for large and small cities now planning their future urban form and for working with other cities, counties, agencies and the state. These principles can be used by Fresno residents and policy makers as a benchmark with which to gage and compare alternatives and what types of policies may be proposed in Fresno.

The appropriate densities of development needed to achieve related principles – "Take advantage of Compact Building Design' and several related to the environment and resources for example - were a part of Fresno County and Regional Blueprint discussions. As part of the Fresno Council of Governments Blueprint for Fresno County specifically, a density goal for new development in the Fresno Clovis Metro Area of 9 dwelling units per acre was suggested, in order help achieve various goals implied by the Smart Growth Principles. The incorporated area of Fresno has a existing development average density of 6.9 dwelling units per acre, and the entire Sphere of Influence, planning area, including county islands has an average existing density of 5.6 dwelling units per acre.

Fresno has generally grown out from the original downtown over the years in a relatively low density suburban pattern, which relies almost exclusively on the auto as the single means of mobility. This has created a condition of sprawl, sometimes leaving a distressed "vacuum" in its wake. This can be seen in Downtown today, as well as other areas.

Annexation - Expanding the Sphere of Influence

All of the alternatives require significant annexation of country lands. In addition three alternatives include an expansion of the Sphere of Influence. In Alternative A the expansion is for industrial expansion to the south and Alternatives C and D contemplate expansion to the west for residential and supporting commercial uses. Expansions of the Sphere of Influence if pursued will require annexation of Fresno County lands as well as annexation of the County islands.

The City of Fresno is charged by California State Planning Law (Government Code Section 65300 et seq) with the responsibility of adopting a general plan for its incorporated area and land outside of its boundaries which in its judgment bears a relationship to its planning for the physical development of the city. The City of Fresno has traditionally adopted a general plan which covers a metropolitan planning area as defined by a formal agreement with the County of Fresno. Presently the City's metropolitan planning area is defined by the "Master Settlement Agreement, Release, Stipulation for Dismissal, and Order" and the accompanying "Amended and Restated Memorandum of Understanding between the County of Fresno and the City of Fresno" (MOU) of January 2003. The boundaries of the 2025 Fresno General Plan, including the North Growth Area and the Southeast Growth Area (SEGA) are consistent with this agreement.

The City-County MOU also provides an agreement as to how annexation of properties and development is to occur within the City's planned urban boundary and sphere of influence (SOI). The Fresno Local Agency Formation Commission (LAFCo) is the entity charged by CKHRA with the responsibility to oversee the formation and expansion of municipalities and special districts.

The Fresno LAFCo board has also established policies, standards and procedures to guide its actions regarding the filing, evaluation and approval or denial of annexations to districts of municipalities.

The City may choose to adopt of a General Plan alternative with designations and policies that further specify the City's position with respect to conservation of agricultural and other natural resources, or identifies areas considered potentially appropriate for future urban growth. The present City-County MOU is scheduled to expire December 31, 2017, and consideration of resource conservation or future growth area designations might accelerate an effort to negotiate a new or amended MOU.

1.4 OPPORTUNITY SITES AND DEVELOPMENT CAPACITY

Within Fresno's planning area, land that can accommodate new growth as well as infill development until 2035 falls into a number of different categories. These include:

- Vacant land that has no active use, but is within the urbanized area and may already have infrastructure, such as roadways, utilities, etc.;
- Underutilized parcels that may be candidates for change or infill in the future the revitalization categories; and
- "Greenfield" sites that require infrastructure to be extended and installed the growth area categories.

City staff worked with the planning team to confirm the development potential for these opportunity sites, drawing on prior planning studies done for the City, expressions of developer interest and field work. The numbers within each category (Revitalization 2 vs. 4) distinguish sites that are more and less likely to develop. The opportunity sites are illustrated in Figure 1-3.

Combining these categories of land, there are approximately 15,300 acres within the current Sphere of Influence (SOI) that could be developed during the lifetime of the updated General Plan, as shown in Table 1-1. Tentative subdivision maps have been submitted for an additional 3,300 acres of land and another 850 acres of "pipeline" projects have been approved and are in the process of development, for a total supply of 19,500 acres that may develop during the General Plan horizon. This total does not include land covered by the Downtown Neighborhoods and Fulton Corridor Plan, within the Southeast Growth Area (SEGA), or outside the SOI.

To compare, future land demand for Fresno can be estimated, based on FCOG's population projections (countywide estimate of 1,290,000 in 2035, with 61% of population in Fresno), suggesting a 2035 population in the City of Fresno and its SOI of 786,000 people. Tables 1-2 and 1-3 show the related demand for residential and non-residential land, which combines to a total need of around 18,000 acres by 2035, not including parks, schools, roads, and other public uses.

| | Current Trend |
|---|---------------|
| Office, R&D, and Related Services | |
| Number of New Employees | 44,733 |
| Building Floor Area | 14,538,160 |
| Net Acres | 960 |
| Gross Acres (net = 0.75 * gross) | 1,279 |
| Multiplier (to account for vacant land, cushioning, and inefficiencies) | 7.1 |
| Total Demand (acres) | 1,407 |
| Commercial (not including retail) | |
| Number of New Employees | 10,648 |
| Space in Square Feet | 4,259,000 |
| Net Acres | 407 |
| Gross Acres (net = 0.75 * gross) | 542 |
| Multiplier (to account for vacant land, cushioning, and inefficiencies) | 1,1 |
| Total Demand (acres) | 597 |
| Total Retail + Commercial Demand (incl. 589 ac from Table 3.10 results) | 1,185 |
| Manufacturing, Warehousing and Industrial | |
| Number of New Employees | 24,885 |
| Space in Square Feet | 24,885,150 |
| Net Acres | 1,980 |
| Gross Acres (net = 0.75 * gross) | 2,641 |
| Multiplier (to account for vacant land, cushioning, and inefficiencies) | Li |
| Total Demand (acres) | 2,905 |
| Total Acres Needed in 2035 | 5,497 |

Source: Dyett & Bhatia, 2010

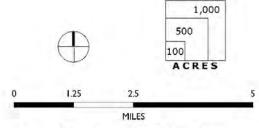
| | All HH Grow | Only New HH Grow |
|---|-------------|------------------|
| Residential | | |
| 2035 Household Population | 786,900 | 786,900 |
| Number of Households (average size = 3.23 persons) | 243,622 | 252,424 |
| Housing Units Needed by 2035 (6% vacancy) | 258,240 | 267,569 |
| 2010 Housing Units | 190,350 | 190,350 |
| Housing Units Demand (2035 minus 2010) | 67,890 | 77,219 |
| Acres Needed for Low Density (4.7 dulac, 65% of total) | 9,389 | 10,679 |
| Acres for Medium to High Density (15 du/ac, 35%) | 1,584 | 1,802 |
| Multiplier (to account for vacant land, cushioning, and inefficiencies in the real estate market) | 'n. | 1.1 |
| Total Need (acres) | 12,070 | 13,729 |

Source: Dyett & Bhatia, 2011

TABLE I-I: LAND SUPPLY (RESIDENTIAL AND NON-RESIDENTIAL) Acres In City Limits In SOI Total % of Subtotal Infill Vacant 2,773 1,793 4,566 30% Revitalization 2 2,455 79 2,534 17% Revitalization 4 1,495 406 1,901 12% 3% Growth Areas 5 383 133 516 Growth Areas 6 769 725 1,495 10% Growth Areas 7 1,013 3,263 4,277 28% Subtotals 8,890 6,399 15,289 Tentative Maps 2,195 1,127 3,322 Pipeline Projects 285 564 849 11,370 8,090 TOTAL 19,460 Treatment Figure 1-3: Opportunity Sites Map

Opportunity Sites





Souce: City of Fresno, 2010; Dyett & Bhatia, 2010.

2 CONCEPT ALTERNATIVES

The four concept alternatives are organized around the existing urban form and opportunity sites in Fresno. These sites are located throughout the Sphere of Influence and include both growth areas and urbanized areas. These alternatives are in many ways simply illustrations of possible land use plans for these opportunity sites that will accommodate the overall growth of the city. While they are distinctly different in their approach to growth and patterns of growth they must be evaluated through a prism of quantitative analysis as well as qualitative analysis.

The quantitative analysis includes such metrics as a traffic analysis, fiscal analysis and capacity projections. An environmental impact report will be prepared based on the preferred plan which will take all environmental impacts into account.

The qualitative analysis is based on a vision and guiding principles that have evolved out of work with the community and General Plan Citizen's Committee. These have been discussed and endorsed by members of the Citizens Advisory Committee.

2.1 VISION AND GUIDING PRINCIPLES

The General Plan Citizen's Committee appointed by the Mayor and City Council Members has evaluated and recommended an array of vision concepts and guiding principles to be emphasized in the 2035 General Plan Update. The list below is expressed under multiple headings without any implied priority and is intended to be read as Fresno being:

A City of Opportunity, Economic Development, Business and Job Creation

Emphasize the connections between urban form, quality-of-life goals, General Plan and Development Code policies, practices, implementation and permit streamlining programs – Achieving local educational excellence and workforce relevance - And significantly increased business development and expansion, attraction and retention of talented people, job creation, and sustained economic growth of Fresno. Strategically locating employment lands and facilities and avoidance of over saturation of a single type of housing, retail and employment is important to economic prosperity.

A City with a Successful and Competitive Downtown

Emphasize infill development and a revitalized central core area as the primary activity center for Fresno and the region. This can be accomplished through planning by locating substantial growth near the core and along the corridors leading to downtown.

A City that Values Resource Conservation, Efficiency and Resilience

Emphasize conservation, successful adaptation to climate and changing resource conditions, and performance effectiveness in the use of energy, water, land, buildings, natural, and fiscal resources required for the long-term sustainability of Fresno - In the priorities for and design of public infrastructure and operations, recycling and reuse, and encouragement of related business and household standards and practices for resource stewardship, conservation and efficiency.

A City with Improved Air Quality

Emphasize achieving increased air quality and reduced greenhouse gas emissions in Fresno through community design and development standards, building energy performance goals, and other incentives and best practices.

A City that Values Agriculture

Emphasize the heritage of Fresno as a center of Agriculture - Carefully evaluating and preserving prime farmland along with providing ways for farms and urban development to coexist will achieve this balance. Urban agriculture located such that it supports the Healthy Communities element of the plan will also further this goal.

A City that Protects, Preserves, and Enhances Natural, Historic, and Cultural Resources

Emphasize the continued protection of important natural, historic and cultural resources in the future development of Fresno. This includes both designated historic structures and neighborhoods, but also "urban artifacts" and neighborhoods that create the character of Fresno.

A City with a Plan Based on Areas of Change and Areas of Stability

Emphasize distinguishing between refined policies for continuity, stability and improved services and maintenance in most existing neighborhoods and districts – Versus new policies for different design and development standards, planning, implementation and public facilities financing strategies for areas designated for change along major bus rapid transit corridors, new and retrofit activity centers, and new development growth areas of Fresno.

A City of Choices

Emphasize the opportunity for a diversity of districts, neighborhoods, housing types, job opportunities and educational venues. Economic prosperity relies on these choices that appeal to a broad range of people young and old, attracting them to Fresno as long term residents and contributors to business, government, culture and education.

A City with a Diversity of Urban and Suburban Communities

Emphasize that future growth be integrated in a mix of higher, medium, and lower densities in existing and new mixed-use urban districts, compact neighborhoods, and suburban areas in Fresno – Making use of underutilized land, reducing long-term farmland conversion, better supporting transit and multiple transportation modes, mixing and balancing compatible residential and retail uses in Greenfield and Infill centers and neighborhoods to produce more proximate economic opportunities, jobs, housing options, recreation, and other choices.

A City of Complete Neighborhoods for New Development

Emphasize <u>new neighborhoods</u> in Fresno that are more compact with a mix of densities, building types, and affordability - Designed to be healthy, attractive, and centered by schools, parks, public and commercial services that meet daily needs within walking distance – In other words, intentionally plan for complete neighborhoods as an outcome, and not a collection of subdivisions which do not result in complete neighborhoods.

A City of Healthy Communities and Improved Quality of Life in Existing Neighborhoods

Emphasize supporting existing neighborhoods in Fresno with safe, well maintained, and accessible – streets, utilities, education and job training, proximity to jobs, retail services, and health care, affordable housing, youth development opportunities, open space and parks, transportation options, opportunities for home grown businesses, and more (Priorities Recommended by the Building Healthy Communities Initiative for South Fresno).

A City with Corridors and Centers that Support Transit Use

Emphasize increased land use intensity and mixed use development at densities supportive of greater use of transit in Fresno - Through encouragement, infrastructure and incentives for infill and revitalization along major corridors and in activity centers.

A City of Multi-Modal Connectivity and Complete Streets

Emphasize and plan for all modes of travel on local and major streets in Fresno - Incorporating walking, biking, transit, and autos with interconnected and linked neighborhoods, districts, major campuses and public facilities, shopping centers and other service centers, and regional transportation such as air, rail, bus and highways.

A City with Existing Public Infrastructure and Service Deficiencies Cured and Investing for Increased Competitiveness in the Future

Emphasize the fair and necessary costs of maintaining sustainable water, sewer, streets, and other public infrastructure and service systems in rates, fees, financing and public investments to implement the General Plan - That adequately address accumulated deferred maintenance, aging infrastructure, risks to service continuity, desired standards of service to meet quality-of-life goals, and required infrastructure to support growth, economic competitiveness and business development.

A City with Planning and Investment Partnerships Among Land Owners, Developers, Public Agencies and Institutions

Emphasize partnerships among all private and public development interests for effective and collaborative comprehensive master planning and shared public facilities and services financing and implementation strategies - That can overcome fragmented land ownership and nonintegrated development outcomes to achieve complete neighborhoods and communities in Fresno.

A City with a Spirit of Citizenship

Emphasize shared community values and genuine engagement with and across different neighborhoods, communities, institutions, businesses and sectors to solve difficult problems and achieve shared goals for the success of Fresno and all its residents.

A City that is a Model for Growth Management Planning and Regional Policy and Cooperation

Emphasize Fresno as a role model for growth management planning, sustainable urban development policies, and a strong economy with new development, infill and revitalization, resource efficiency and environmental quality - In order to positively influence the same attributes in other jurisdictions of the San Joaquin Valley and thus the potential for regional sustainability - And to maintain the standing and credibility of Fresno to pursue appropriate State, LAFCO, and other regional policies that would curb sprawl and prevent new unincorporated community development which compete with and threaten the success of sustainable policies and development practices in Fresno.

A City with Recreational Opportunities

Emphasize the benefits and value created by parks, open spaces, athletic facilities and walking and biking trails for the community. Recreational opportunities are an important component for attracting and retaining a broad range of individuals and beneficial for the health of residents

Each alternative embodies these guiding principles to a greater or lesser degree. This overall vision will be considered along with the quantitative measures when deciding on the preferred alternative.

6 FRESNO GENERAL PLAN UPDATE

Why an Emphasis on Complete Neighborhoods and Healthy Communities?

There is very strong interest and support for the concept of Complete Neighborhoods in the public, stakeholders and citizen's committee. Much of the Fresno suburban area has been built as discrete residential tracks bordered by strip retail centers; many of which are not accessible from the adjacent homes due to security walls. The support of complete neighborhoods comes from a desire by many Fresnans to live in pedestrian oriented communities with convenient services, employment and recreation.

Complete neighborhoods tend to be healthy communities due to their pedestrian orientation and range of supportive elements. The ability to walk or bike to convent services, employment and activities reduces air pollution, increases physical activity and helps support family activities. These all contribute to health and well being. There are many tangible benefits of complete neighborhoods.

A Satisfying Way of Life

- An array of choices
- A vibrant urban culture
- A stimulating environment

Fiscal Responsibility

- Efficient use of public infrastructure
- Efficient use of public services
- Potential for increased property value

Economic Prosperity

- Direct access to employment from residential areas
- A environment to attract new and creative talent
- Protecting agricultural lands

Environmental Stewardship

- Reducing air pollutants and dependence on fossil fuels
- Protecting habitat
- Efficient use of land, water and natural resources

A Healthy Lifestyle

- Opportunity for walking and biking
- Access to recreation
- Access to health care facilities

What Makes a Neighborhood Complete?

Complete neighborhoods are not and should not be all alike. In fact, each neighborhood should express the needs, character and values of its residents through the specifics and arrangement of the many possible elements that make up the neighborhood such. All elements of a neighborhood do not need to be of the same architectural style to create a complete neighborhood. While the design of common elements is very important to create interest and character, individuality of the various parts of the neighborhood is more

A neighborhood is complete if it is mostly self sufficient, walkable, interconnected, and provides residents with most all they need on a daily basis - hence providing a complete lifestyle While total self sufficiency or even completeness is unlikely to be accomplished in each neighborhood, all or most of the following elements can be combined as to result in a lifestyle that is convenient and satisfying.

- A range of housing choices
- Neighborhood serving retail
- A range of employment opportunities
- Public services such as health clinics
- Entertainment and cultural assets
- Convenient public schools
- Convenient public parks
- Community services such as a library/recreation center/senior center/community garden
- Public plaza/civic space
- Public transit

These elements arranged with retail, services recreation and public space in a neighborhood core creates a true sense of place and community. Lifestyle is the beneficiary of a complete neighborhood.

DRAFT Concept Alternatives Report

What are the Organizing Elements of the Alternatives?

The plan alternatives are organized around four key growth patterns that distinguish the city's future development:

Development Focused around Activity Centers/ Nodes

Development starts at a key intersection, such as Kings Canyon and Clovis, and spreads concentrically within a ½ mile to 1 mile radius to integrate with the surrounding single-family residential neighborhoods.



Figure 2-1: Development Focused around Activity Centers/ Nodes

Development Focused along a Commercial Corridor

Development occurs over time in an infill pattern, building-up commercial corridors into a continuous length of activity and intensity.



Figure 2-2: Development Focused along a Commercial Corridor

Development Focused around Activity Centers/ Nodes and along Corridors

Development occurs over time and in an infill pattern, but focused on activity centers/ nodes that are 1 mile apart and serve as the anchors of growth and activity along corridors.



Figure 2-3: Development Focused around Activity Centers/ Nodes and along Corridors

Development Focused in New Growth Areas

Development completes a neighborhood or occurs in outlying areas of the city in the form of new villages that are designed holistically and in a traditional neighborhood development pattern that is highly walkable, connective, and supports transit and mixed-use.



Figure 2-4: Development Focused in New Growth Areas

2.2 LAND DEVELOPMENT TYPES

The following land development types provide a foundation for all four plan alternatives. They represent the varying growth patterns and development character envisioned for the City of Fresno. The development types are broad brush and intended to cover a wide range of development options.

In addition to land use, the land development types also suggest an average intensity of uses, expressed as a Floor Area Ratio, FAR (the ratio of buildable floor area permitted relative to site area) and residential density, expressed as dwelling units per acre (du/ac). A range is provided for both density and FAR. These figures are targets used only for the purpose of evaluating each alternative quantitatively and do not represent final or definitive zoning.

The land development types represent a combination of existing General Plan land uses, suggested new land use types, and land uses proposed by FCOG. Each development type includes a mix of land uses, as explained in the accompanying graphics. Note: this mix of uses is not expected on every parcel, but rather is anticipated generally across all land developed in this type.

The descriptions that follow are abbreviated and will be further elaborated upon in the General Plan. Some land uses and development types are not shown in this report or in the plan alternatives, but may be included in the General Plan.

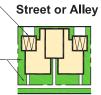
Suburban Residential Low Density (5.6 du/ac)

Suburban Residential is intended for areas with predominantly single-family residential development, with a smaller amount of townhome residential permitted around neighborhood centers and primary streets. Single-family homes may be arranged as stand alone detached units, or attached as duplexes or triplexes. They may range in density from 4 to 10 units per acre. Parking should be integrated into the ground-floor of the units in individually secured garages. Garages may be accessed from the front or rear of the site.



Street or Alley access with integrated garages on 1st floor





Street or Yard





Urban Residential High Density (10 du/ac)

Urban Residential allows for an almost equal mix of single-family, townhome and multi-family units. This combination of residential types supports a fine-grain, pedestrian scale. Townhomes or rowhomes may be clustered in groups of 4 to 6 units. Townhomes may range from 2 to 3 stories in height and from 7 to 15 units per acre. Parking should be integrated into the ground-floor of the units in individually secured garages. Garages should be accessed from the rear of the site.

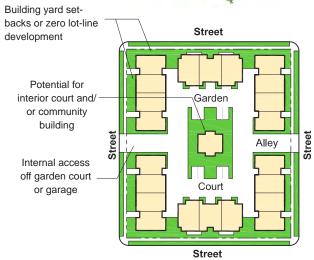


Alley access with integrated garage on 1st floor and potential tandem spaces

Building yard setbacks or zero lot-line development

Multi-family residential buildings may be 3 to 8 stories in height and organized around a central courtyard. The courtyard may contain individual or collective open space amenities for building residents to use. They are typically designed with double-loaded corridors, and may range between 15 to 35 units per acre. Parking for Multi-Family may include a mixture of garages and surface spaces, accessed from a central, landscaped drive court. Garage spaces should be integrated into the ground level of the development or below grade, in individually secured garages.











Activity Center/ Regional Commercial 50% Retail, 30% Office, 20% Multi-Family

Supports regional retail and mixed-use development that occurs at critical activity centers in the city. Buildings are typically larger-footprint and urban-scaled; up to 5 stories in height. Also medium-scale retail, housing, office, civic and entertainment uses, shopping malls and supporting uses, such as gas stations, hotels and residential.

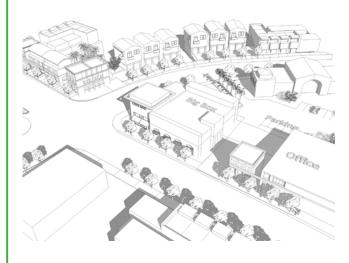






Sub-Regional Center 40% Multi-Family, 30% Office, 30% Retail

Encourages citywide retail and mixed-use development that occurs between the critical activity centers in the city. Buildings are typically medium-scaled and integrated into a mixed-use development; ranging from 3 to 5 stories in height. This type of development accommodates medium-scale retail, housing, office, civic and entertainment uses, grocery stores, drug stores and supporting uses, such as gas stations, small-scale hotels and residential.





Neighborhood Center 50% Multi-Family 25% Townhome, 15% Retail, 10% Office

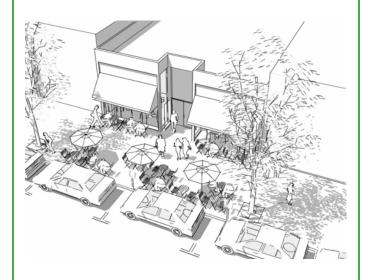
Provides for small-scale, pedestrian-oriented commercial development that primarily serves local neighborhoods, such as convenience shopping and small, professional business office space. Horizontal or vertical residential mixed-use is also permitted and retail typically occurs at key street corners within a predominantly residential area.





Main Street/ Commercial Corridor 70% Retail, 20% Office, 10% Multi-Family

Preserves small-scale, fine-grain character in neighborhoods where single-family residential and townhomes are predominant. This designation promotes primarily 1 to 2 story retail with moderate office and minimal multi-family as supportive uses. A traditional "Main Street" character is encouraged with active storefronts, outdoor seating and pedestrian-oriented design.





Mixed-Use Corridor 50% Multi-Family, 25% Retail, 25% Office

This designation allows for either horizontal or vertical mixeduse development along key circulation corridors in the city where height and density can be easily accommodated. Multi-family residential is the primary use, with retail and office as supportive uses. At key activity nodes, new buildings may be up to 5 stories in height. Along corridors building heights will generally be 3 stories.





Office / Flex Space 60% R&D/ Light Industrial/ Flex, 30% Office, 10% Retail, max. FAR of 0.5

Intended for research and development uses and office flex space, as well as light industrial uses. This use accommodates service commercial, such as mechanic shops and also includes light manufacturing, warehousing, storage, distribution, research and development enterprises as well as secondary office space (with limited customer access) and supporting commercial uses for employees on-site.

Heavy Industrial 100% Industrial, max. FAR 0.4

Supports primary manufacturing, agricultural processing, refining, and similar activities such as warehousing and distribution with supporting commercial services and office space. Retail is not permitted.





Institutional / Public / Civic 95% Office, 5% Retail

Applies to lands owned by public entities, including City Hall and other city buildings, county buildings, schools, the municipal airport and hospitals. It also includes public facilities such as fire and police stations, recycling centers and sewage treatment.



Parks / Recreation

Applies to both public and private recreational sites and facilities, including neighborhood, community and regional parks, recreational centers, golf courses and other open space areas.







| | Scenario A | Downtown | Pipeline | Total |
|---------------------------|------------|------------------|-----------|------------|
| Residential | | | | |
| Units | 61,700 | 10,900 | 3,300 | 75,900 |
| Single Family | 25,400 | - | | - |
| Townhouses | 13,500 | , 2 0 | 4 | 1.3 |
| Multifamily | 22,800 | 4. | | - |
| Net Density Going Forward | 11.4 | 4 | 4 | - 4 |
| New Residents | 1 4 | 2 | 4 | 226,000 |
| Non-Residential | | | | |
| Square Footage | 48,400,000 | 11,100,000 | 4,400,000 | 63,900,000 |
| Retail | 12,500,000 | 2,600,000 | 4,000,000 | 19,100,000 |
| Office | 11,100,000 | 5,400,000 | 400,000 | 16,900,000 |
| Other Commercial | 24,800,000 | 3,100,000 | 4 | 27,900,000 |
| Net FAR Going Forward | 0.26 | 4 | 4 | |
| New Jobs | | | | 125,000 |
| Park Acres | - 02 | | - | 1,158 |

2.3 CONCEPT ALTERNATIVE A - THE BOULEVARD PLAN

This alternative is conceived around the various corridors that form much of the basic mobility and urban form elements of the city outside the downtown core. Insofar as these are primary existing infrastructure and slated to become bus rapid transit routes, they can well support additional residential and commercial density. This alternative focuses density near the center of the city with lesser increases in density at the edges of the SOI.

The corridors also contain large tracts of commercially developed land, some of which are either vacant or ripe for infill and new development. This condition offers the opportunity to group large tracts of land, which supports the phasing of development and infill growth into mixed-use, compact communities.

Supportive of the concept of creating neighborhood cores and compact communities as a means to achieving higher density in well connected "complete" neighborhoods, this plan locates commercial cores at intersections approximately 1 mile apart along Shaw, Blackstone and Ventura/Kings Canyon. Mixed use neighborhoods would surround these cores, integrating with the adjacent existing residential neighborhoods. Each core and the surrounding neighborhood would be unique, based on the market needs and character of the surrounding area.

While these concepts locate the cores at 1 mile intervals, its final built form may well incorporate more or less distance between them. Each core and its surrounding neighborhood will be unique so therefore spacing may be a function of final design so long as the plan is pedestrian and transit oriented.

Between these cores along the corridors, higher density residential and mixed use would front the streets creating one element of the "boulevard". The conversion of these corridors into boulevards would rely on their re-design into complete streets. This conversion will create not only the sense of a boulevard with intermittent urban intersections, but also provide for transit, pedestrians and bikes in a landscape environment, enhancing the urban forest as well.

Other corridors such as Shields, California and other "mile" roads are non-BRT boulevards with smaller scaled cores and residential enclaves. Additional schools, parks, civic uses and employment as needed, will be located near the cores to provide easy pedestrian access and connectivity. The financing of other infrastructure needs such as utilities, water, and sewer, and ongoing public services such as police, fire, and maintenance would need to be studied and a method would need to be created to insure their availability, adequacy, and fiscal sustainability.

The southwest, east, west and north growth areas will be characterized by growth in compact communities and connected to downtown through the boulevards. With this approach, they become integrated into the overall form of the city as opposed to being isolated development.

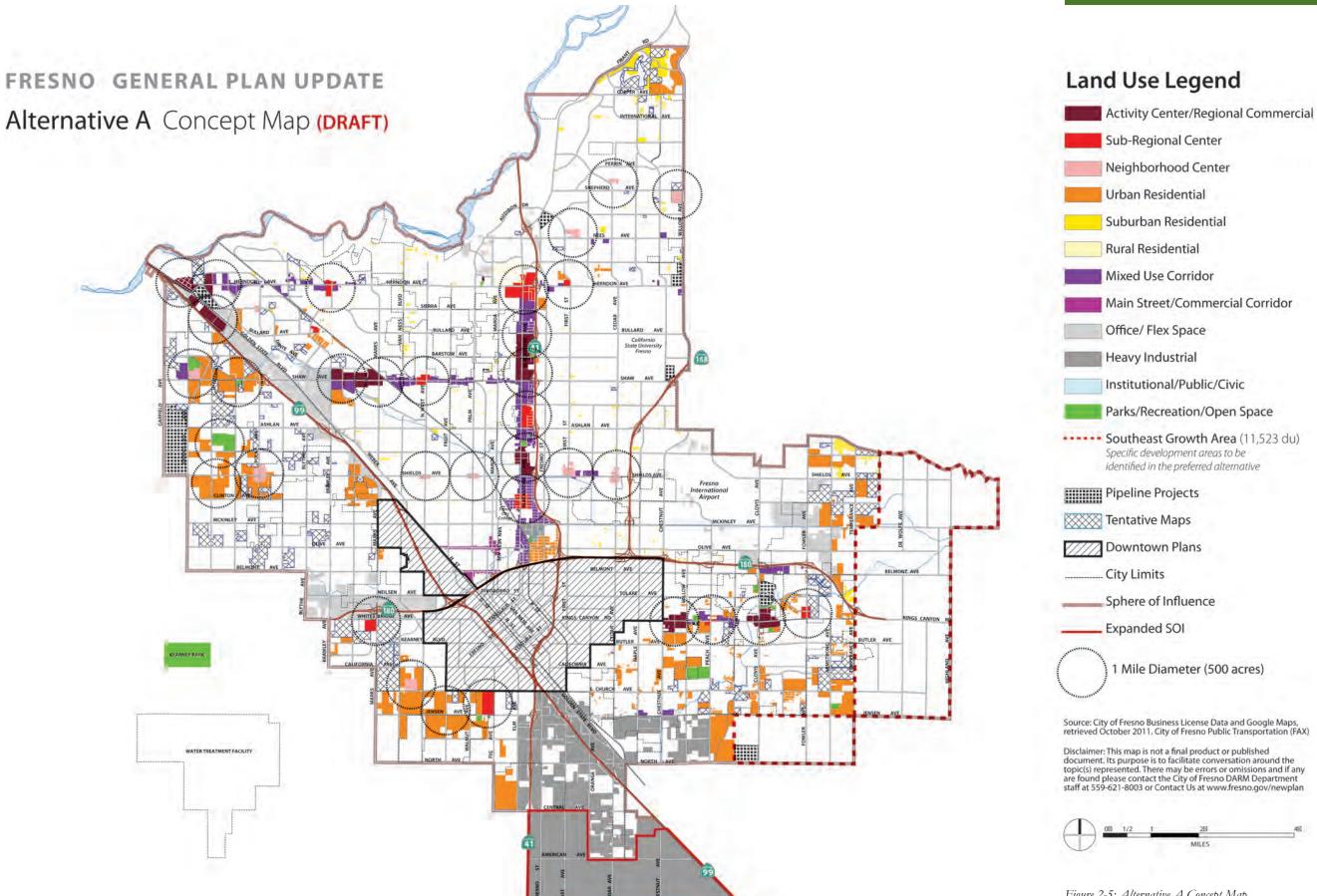


Figure 2-5: Alternative A Concept Map



FRESNO GENERAL PLAN UPDATE

2.4 CONCEPT ALTERNATIVE B - THE GROWTH AREAS PLAN

This alternative envisions some moderate growth along the corridors and infill, with the primary growth being accommodated in the southwest, north, east and west growth areas. Downtown is emphasized as the urban core of Fresno.

These growth areas would be developed as compact communities, self contained and self sustained. Each would have one or more mixed use cores at its center including commercial, recreation and civic uses. A mix of housing types resulting in an overall increase in density over the current trends would characterize these communities.

Schools, parks and employment uses would be located in these growth areas so as to result in balanced communities. Each community would be pedestrian oriented with trails and bike paths connecting all uses with a one mile radius. Each community would be served by transit and linked to the downtown through the existing street system and intensity corridors. The financing of other infrastructure needs such as utilities, water, and sewer, and ongoing public services such as police, fire, and maintenance would need to be studied and a method would need to be created to insure their availability, adequacy, and fiscal sustainability.

| | Scenario B | Downtown | Pipeline | Total |
|---------------------------|------------|------------|-----------|------------|
| Residential | | | | |
| Units | 64,700 | 10,900 | 3,300 | 78,900 |
| Single Family | 27,500 | | 2 | - |
| Townhouses | 13,300 | | | l-t |
| Multifamily | 23,900 | | | |
| Net Density Going Forward | 9.4 | | | |
| New Residents | | Q. | | 236,000 |
| Non-Residential | | | | |
| Square Footage | 53,800,000 | 11,100,000 | 4,400,000 | 69,300,000 |
| Retail | 9,200,000 | 2,600,000 | 4,000,000 | 15,800,000 |
| Office | 10,300,000 | 5,400,000 | 400,000 | 16,100,000 |
| Other Commercial | 34,300,000 | 3,100,000 | | 37,400,000 |
| Net FAR Going Forward | 0.30 | | | 1. |
| New Jobs | - | 1.7 | | 126,000 |
| Park Acres | - | | ÷ | 1,258 |

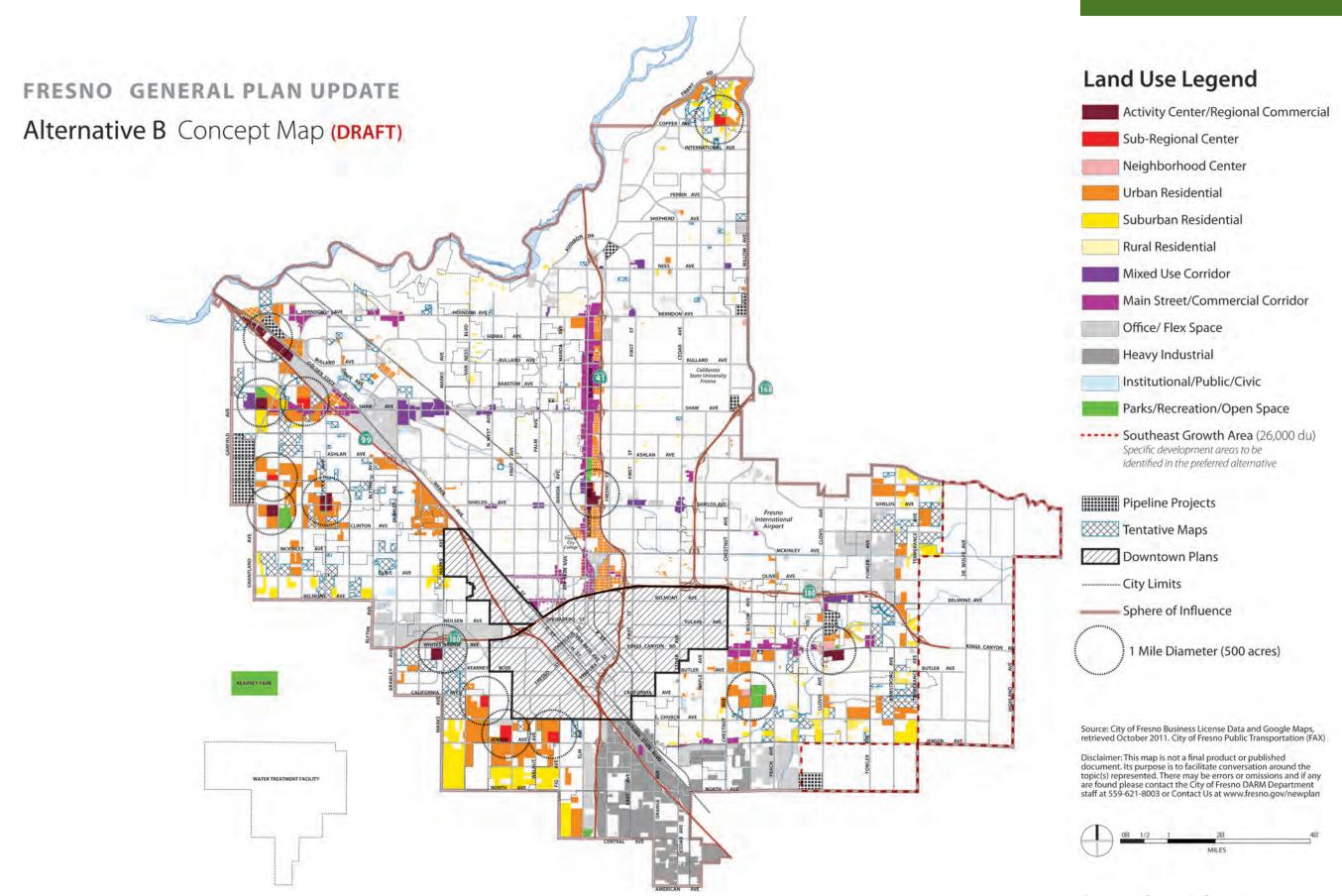


Figure 2-6: Alternative B Concept Map



FRESNO GENERAL PLAN UPDATE

2.5 CONCEPT ALTERNATIVE C - THE EXPANDED BOUNDARY PLAN

This alternative envisions existing growth patterns and densities in Fresno to continue through 2035. The shortage of residential land to accommodate the increase population and dwelling units will be satisfied by increasing the Sphere of Influence by approximately 5,400 acres.

The additional land envisioned would be located west of the current SOI boundary along State Route 180 to approximately Chateau Fresno. A compact community would be located near Kearney Park, integrating the park into the neighborhood and thereby creating its unique identity. Because of the waste water treatment plant to the south, substantial industrial/employment component will be part of this neighborhood North of Jensen.

Future development of the southwest, east, north and west growth areas will continue with densities and uses roughly similar to the current general plan and development code. Increases in density in the growth areas, corridors and centers will be encouraged.

The financing of infrastructure needs such as utilities, water, and sewer, and ongoing public services such as police, fire, and maintenance would need to be studied and a method would need to be created to insure their availability, adequacy, and fiscal sustainability.

| | Scenario C | Downtown | Pipeline | Total |
|---------------------------|------------|------------|-----------|------------|
| Residential | | | | |
| Units | 64,800 | 10,900 | 3,300 | 79,000 |
| Single Family | 35,700 | | 4 | - |
| Townhouses | 11,300 | - 2 | 4. | |
| Multifamily | 17,800 | 4/ | 101 | |
| Net Density Going Forward | 6.8 | - | 1.3 | , |
| New Residents | 74. | | 1.2 | 236,000 |
| Non-Residential | | | | |
| Square Footage | 67,500,000 | 11,100,000 | 4,400,000 | 83,000,000 |
| Retail | 10,300,000 | 2,600,000 | 4,000,000 | 16,900,000 |
| Office | 14,900,000 | 5,400,000 | 400,000 | 20,700,000 |
| Other Commercial | 42,300,000 | 3,100,000 | G. | 45,400,000 |
| Net FAR Going Forward | 0.30 | - | - | |
| New Jobs | ¥. | -9. | | 148,000 |
| Park Acres | 40 | 2 | 111.2 | 1,618 |

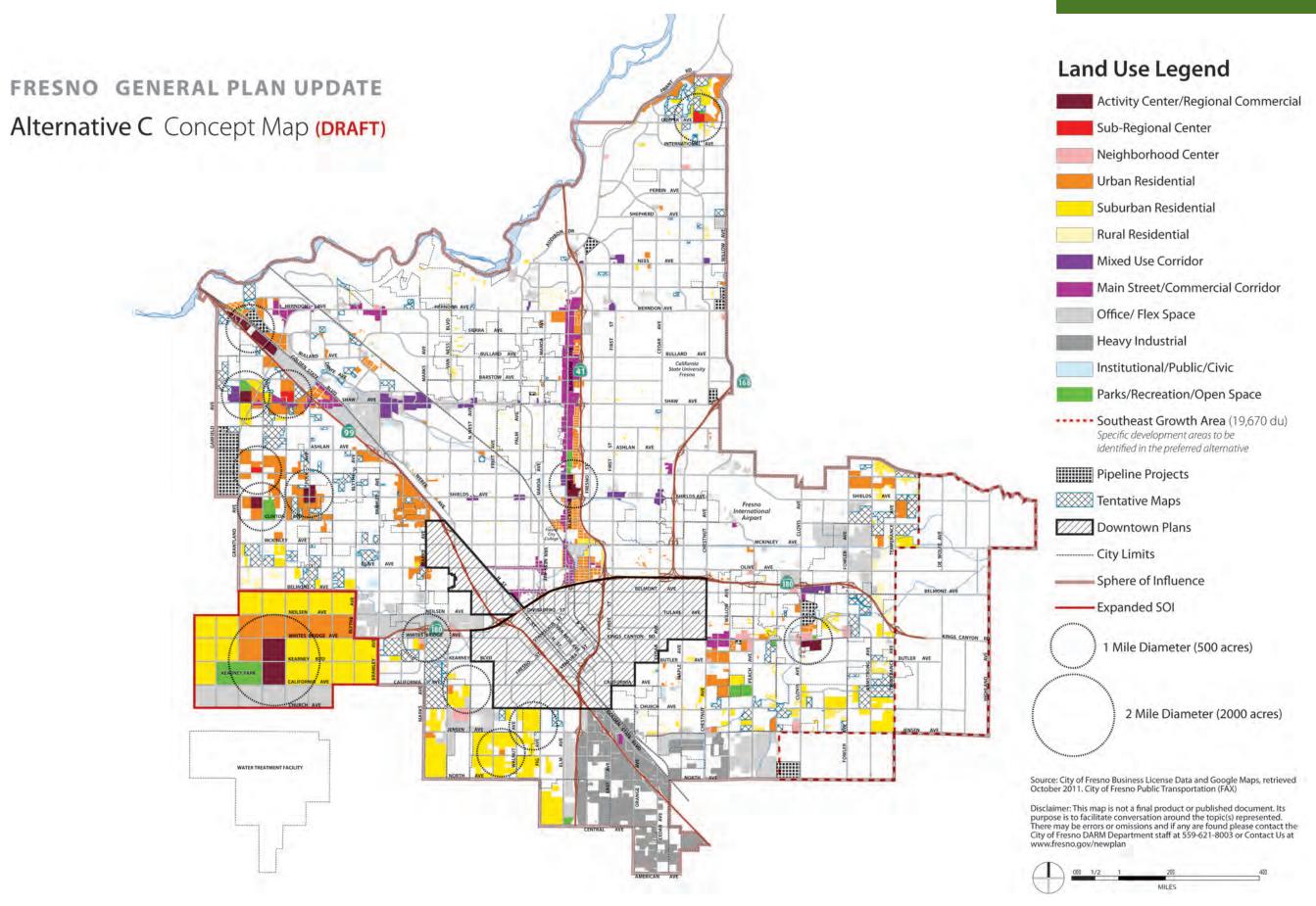


Figure 2-7: Alternative C Concept Map



FRESNO GENERAL PLAN UPDATE

2.6 CONCEPT ALTERNATIVE D - THE HYBRID PLAN

This alternative is a hybrid of Alternatives A, B and C. Growth remains focused along the corridors. Similar to Alternative A, intense mixed-use nodes are envisioned along the BRT corridors, however these are most intense at 2-mile intervals, for example, at the intersections of Blackstone and McKinley, Shields, Shaw and Herndon. At 1-mile intersections, mixed-use is also envisioned but at less intensity.

The development of the Growth Areas is planned to be similar to that of Alternative B. Similar to Alternative C, some expansion of the Sphere of Influence is proposed along the west SR-180 corridor.

The financing of infrastructure needs such as utilities, water, and sewer, and ongoing public services such as police, fire, and maintenance would need to be studied and a method would need to be created to insure their availability, adequacy, and fiscal sustainability.

| | Scenario D | Downtown | Pipeline | Total |
|---------------------------|------------|------------|-----------|------------|
| Residential | | | | |
| Units | 65,600 | 10,900 | 3,300 | 79,800 |
| Single Family | 30,800 | | | |
| Townhouses | 12,900 | - 4 | 15 | 17. |
| Multifamily | 21,900 | | | - |
| Net Density Going Forward | 8.5 | | | |
| New Residents | | | 5- | 239,000 |
| Non-Residential | | | | |
| Square Footage | 49,600,000 | 11,100,000 | 4,400,000 | 65,100,000 |
| Retail | 13,900,000 | 2,600,000 | 4,000,000 | 20,500,000 |
| Office | 14,100,000 | 5,400,000 | 400,000 | 19,900,000 |
| Other Commercial | 21,600,000 | 3,100,000 | - | 24,700,000 |
| Net FAR Going Forward | 0.32 | - | (4 | |
| New Jobs | 1.4 | | | 132,000 |
| Park Acres | Q. | 4 | , 2 | 1,197 |

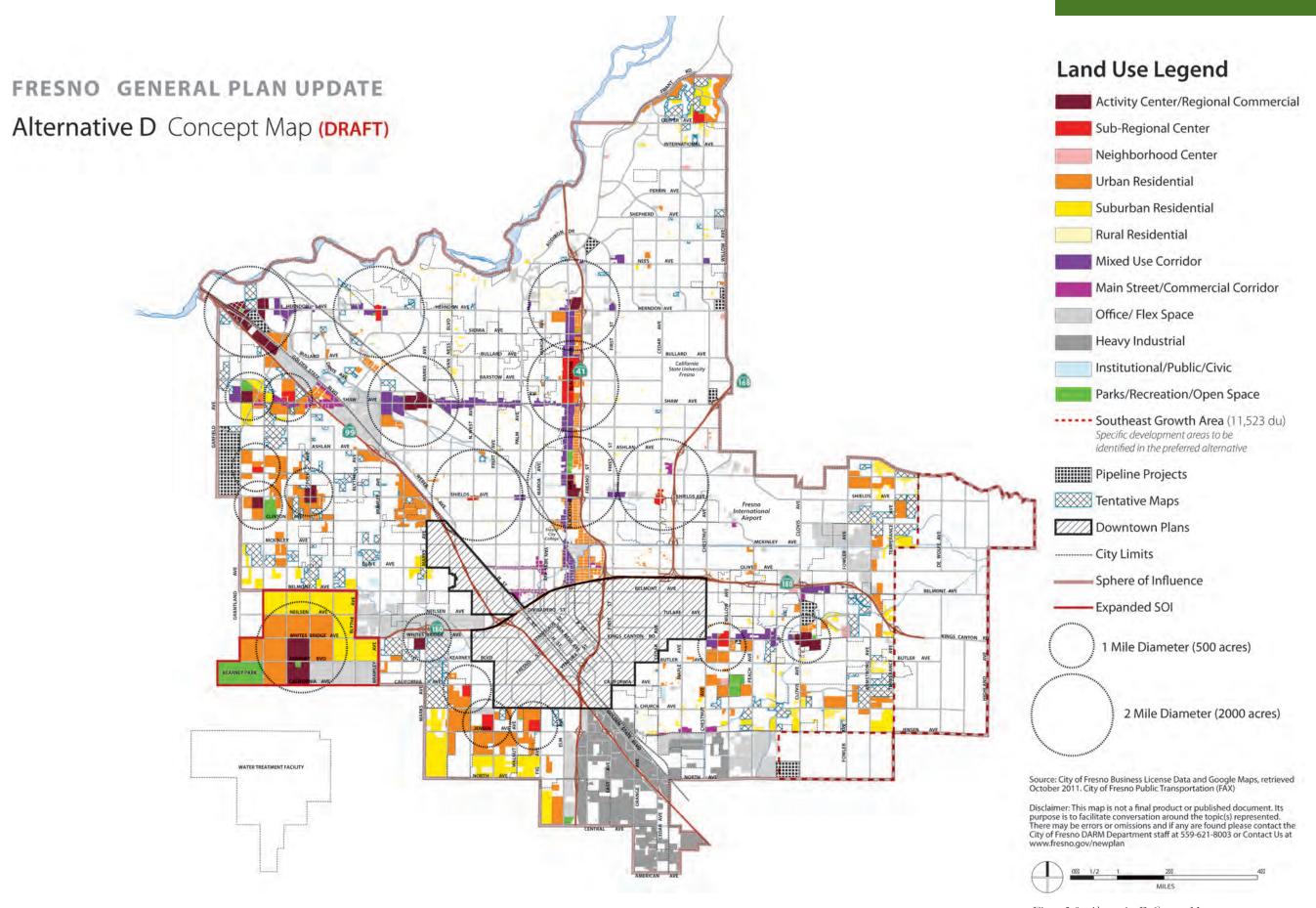


Figure 2-8: Alternative D Concept Map

3 COMPARISON OF THE PLANS

3.1 BUILDOUT ASSUMPTIONS

Because the General Plan's time horizon to 2035, some of the sites shown to undergo change may remain in their present state for many years, and some may not change or develop at all. In addition, other sites that were not identified as opportunity sites in the sketch plans may change use or develop at a different intensity. In keeping with the growth assumptions that underlie each alternative, the alternative scenarios use different buildout assumptions for each type of opportunity site. For example, Alternative A would include policies that strongly support infill, so it assumes that a moderate percentage of revitalization sites (25% and 15% of the two tiers) will develop during the General Plan time horizon, whereas Alternative C supports a spread out pattern of greenfield development at the urban fringe and so assumes almost no infill development of revitalization sites (2% and 0%).

The table "Opportunity Sites – Assumed Likelihood of Buildout" shows the buildout assumptions by opportunity site classification. How General Plan policies could support infill and promote development at appropriate locations will be addressed later, after a preferred plan concept is selected. The buildout assumptions will then be reviewed and refined, if necessary.

The buildouts also assume 3.23 people per household in 2035, continuing the growth in household size seen in Fresno since 2000, and made assumptions about the density and mix of land uses within each development type and the vacancy rate of housing and commercial buildings.

| TABLE 3-1: OPP | ORTUNITY SITES | - ASSUMED LIK | ELIHOOD OF BL | JILDOUT |
|------------------|---------------------------|---------------------------|---------------------------|---------------------------|
| | 2035 Growth Scenario A | 2035 Growth Scenario B | 2035 Growth Scenario C | 2035 Growth Scenario D |
| Infill Vacant | 80% | 65% | 70% | 70% |
| Revitalization 2 | 65% | 75% | 85% | 75% |
| Revitalization 4 | 65% | 65% | 75% | 65% |
| Growth Area 5 | 25% | 5% | 2% | 15% |
| Growth Area 6 | 15% | 5% | 0 | 10% |
| Growth Area 7 | 50% | 50% | 100% | 100% |
| Tentative Maps | 50% | 50% | 100% | 100% |

3.2 BUILDOUT COMPARISON

The table "Comparison of Land Development" presents a quantitative comparison of the Fresno alternative land use and urban form development scenarios. Each of the scenarios aims to accommodate approximately the same number of new residents and jobs, although the mix of development types and amount of land consumed is different in each. Anticipated new development in Downtown and from Pipeline projects is the same in all scenarios.

The table illustrates the difference between the growth concepts. Alternatives A and B emphasize revitalization of underutilized sites, development of infill sites within the city limits, and denser residential uses such as townhouses and apartments. A develops much less land than B, which relies on significant development of the SEGA district. Alternative C creates the most single family houses, non-residential space, and new parkland, but also consumes the most land – double the amount of A. Alternative D represents a mix of the other scenarios. As discussed in Chapter 2, each scenario also has its own approach to urban form, ranging from small nodes along arterial streets to organization around major regional centers.

The table "Buildout by Location" shows where each scenario concentrates new development. Alternatives A and D focus within the central part of Fresno, particularly along major corridors such as Blackstone, Herndon, Shaw, and Ventura/Kings Canyon. Alternatives B and C have less development within the existing city, instead concentrating on significant development of SEGA. Both C and D also develop residential and commercial uses to the southwest beyond the current SOI, while A creates a heavy industrial district south of the current SOI. The expansion of an industrial district to the south was evaluated only in Alternative A, but may be recommended in the Preferred Alternative if one of the other alternatives is selected.

3.3 HOUSING AND JOBS

All of the scenarios target the creation of around 79,000 housing units, adequate to accommodate expected population growth (as calculated by Fresno COG). New housing would be created in both purely residential areas and mixed use areas which could range from apartments above commercial uses to "horizontal mixed use" with homes within close walking distance to shops and services. The residential buildout of each scenario is broken down into single family houses, townhouses, and multi-family units; these categories represent a wide array of potential housing types. For example, single family houses include homes on a quarter acre lot to small lot starter homes.

Single family homes remain the most prevalent housing type in all scenarios, as shown in the "Comparison of Land Development" table, ranging from 41 percent of housing in Alternative A to 55 percent in Alternative C. Alternative A and B both emphasize multifamily units, such as apartments and condos, at 37 percent of the housing mix; in comparison Alternative C targets around 27 percent of units as multi-family. Net density going forward measures the number of new housing units per residential acre on opportunity sites (excluding pipeline projects, SEGA, and Downtown) – this ranges from 11.4 units per acre in Alternative A to 6.8 units per acre in Alternative C, 60 percent lower. The current residential density of the incorporated City of Fresno is around 7 housing units (houses and apartments) per every acre of residential land on average. The current density in the Sphere of Influence (county islands and other unincorporated land around the city) is much lower.

New jobs will be generated from the demands of new residents, growing income of existing residents, and commutes into Fresno for shopping and employment. Each scenario targets creating around 125,000 new jobs from a mix of retail, office, and other commercial development (such as industrial uses, research & development, and flexible space). Additional jobs are expected to occur, such as those related to schools and government, people who work from home, landscapers, etc., but are not included in the buildout estimates. Job creation is calculated from the square footage of non-residential space expected to develop.

Alternatives A and B would create around the same amount of employment, close to the target, but through different approaches – A develops a 3,500-acre industrial district south of the city, while B develops a large amount of R&D space in SEGA. At the high end, Alternative C would develop enough space for 148,000 jobs. Ultimately, market demand will drive the actual construction of employment space, but all four alternatives provide enough commercial land to meet anticipated demand.

| TABLE 3-2: COMPARISON OF | FLAND DEVELOPMENT | | 1000 | | | |
|-------------------------------|-------------------|------------------|------------|------------|------------|------------|
| | Downtown | Pipeline | Scenario A | Scenario B | Scenario C | Scenario D |
| Residential | | | | | | |
| Units | 10,900 | 3,300 | 61,700 | 64,700 | 64,800 | 65,600 |
| Single Family | | | 25,400 | 27500 | 35700 | 30800 |
| Townhouses | - | - | 13,500 | 13300 | 11300 | 12900 |
| Multifamily | - | | 22,800 | 23900 | 17800 | 21900 |
| Net Density Going Forward | - C+ | p 2 v | 11.4 | 9.4 | 6.8 | 7.7 |
| New Residents | 29,000 | 10,000 | 187,000 | 197,000 | 197,000 | 200,000 |
| Non-Residential | | | | | | |
| Square Footage | 11,100,000 | 4,400,000 | 48,400,000 | 53,800,000 | 67,500,000 | 49,600,000 |
| Retail | 2,600,000 | 4,000,000 | 12,500,000 | 9,200,000 | 10,300,000 | 13,900,000 |
| Office | 5,400,000 | 400,000 | 11,100,000 | 10,300,000 | 14,900,000 | 14,100,000 |
| Other Commercial | 3,100,000 | - | 24,800,000 | 34,300,000 | 42,300,000 | 21,600,000 |
| Net FAR Going Forward | | | 0.26 | 0.30 | 0.30 | 0.32 |
| New Jobs | 22,000 | 13,000 | 90,000 | 91,000 | 113,000 | 97,000 |
| Park Acres | | | 1,158 | 1,258 | 1,618 | 1,197 |
| Acres Developed | | 850 | 10,500 | 14,100 | 15,500 | 15,500 |
| Greenfield Acres (incl. SEGA) | | | 7,900 | 12,500 | 13,800 | 12,100 |

| | 2035 Growth S | cenario A | 2035 Growth S | Scenario B | 2035 Growth Sci | enario C | 2035 Growth | h Scenario D |
|------------------------------|---------------|-------------------------------------|--------------------|-------------------------------------|---------------------|------------------------------------|---------------|--------------------------------------|
| | Tousing Units | otal Non-Residential Square Feet | T Housing Units | otal Non-Residential Square Feet | To Housing Units | tal Non-Residential Square Feet | Housing Units | Total Non-Residential Square Feet |
| Central City * | 28,000 | 32,100,000 | 15,000 | 23,500,000 | 15,000 | 25,100,000 | 21,000 | 26,600,000 |
| Corridors | 9.500 | 16,200,000 | 3,000 | 6,000,000 | 3.000 | 3,300,000 | 5,000 | 7,300,000 |
| Non-Corridor | 18,500 | 15,900,000 | 12,000 | 17,500,000 | 12,000 | 21,800,000 | 16,000 | 19,300,000 |
| North | 2,000 | | 2,000 | 400,000 | 2,500 | 200,000 | 2,500 | 400,000 |
| Southwest | 9,000 | 7,600,000 | 10,000 | 7,500,000 | 8,000 | 9,000,000 | 10,500 | 8,100,000 |
| West * | 14,500 | 6,100,000 | 15,000 | 8,000,000 | 14,500 | 11,100,000 | 17,000 | 7,800,000 |
| SOI Expansion | | 4,600,000 | | | 8,500 | 7,500,000 | 6,500 | 4,300,000 |
| Subtotals | 53,500 | 50,400,000 | 42,000 | 39,400,000 | 48,500 | 52,900,000 | 57,500 | 47,200,000 |
| Downtown | 11,000 | 11,100,000 | 11,000 | 11,100,000 | 11,000 | 11,100,000 | 11,000 | 11,100,000 |
| SEGA | 11,500 | 2,400,000 | 26,000 | 18,900,000 | 19,500 | 18,900,000 | 11,500 | 2,400,000 |
| TOTALS | 76,000 | 63,900,000 | 79,000 | 69,400,000 | 79,000 | 82,900,000 | 80,000 | 60,700,000 |
| * Includes Pinaline Projects | | | | | | | | |

^{*} Includes Pipeline Projects

3.4 PARKS AND OPEN SPACE

Neighborhood and community parks will be an important urban form-giving component of the new Fresno 2035 General Plan, as both recreational and aesthetic resources that contribute to the city's character as part of a healthy communities strategy. The new General Plan is an opportunity to affirm Fresno's commitment to creating and maintaining a park system that meets citizens' recreational needs, maximizes landscapes endowed by the natural environment, and contributes to the city's quality of life. The Parks, Schools & Community Facilities Element of the new General Plan can serve as a guide for park planning and development documents prepared by the City, under DARM's leadership.

Park Classifications

The City provides its residents with several types of parks and facilities. Parks are defined as land owned or leased by the City and used for public recreational purposes. Several parks also serve as water detention basins, and there are opportunities for joint-use planning with the school districts. Park types are classified as follows:

- *Mini-Park/Pocket Park*. A park typically under two acres in size intended to serve the needs of a specific neighborhood within a quarter to half-mile radius. Fresno has 27 pocket parks currently.
- Neighborhood Park. A park 7.5 to 10 acres in size (or 5 acres adjacent to a school) which provides basic recreation activities for one or more neighborhoods within a one-mile radius. These parks may include facilities such as play fields and courts, children's playgrounds, picnic tables, restrooms, and a small center with a multi-purpose room. Fresno has 32 neighborhood parks and 12 smaller neighborhood centers.
- Community Park. A park typically around 20 acres in size intended to serve the recreational needs
 of a quadrant of the city, especially those living or working within a two to four-mile radius. These
 parks typically include facilities such as lighted sport fields and a community center building with
 a gym, meeting rooms, and restrooms. Other features may include swimming pools, tennis courts,
 and concession stands. Fresno has one community park (Victoria West) and six smaller community
 centers.
- Regional Park. A large park, 100 acres or more in size, which is meant to serve an entire quadrant
 of the city, or around 100,000 residents. Regional parks include playfields for a variety of sports,
 enabling Fresno to host city and regional tournaments, along with natural areas and hiking trails.
 Fresno only has three such parks: Woodward, Roeding, and the new Regional Sports Complex.
- Trail/Parkways. A network of linear parks of varying size intended to serve the recreational needs of
 city residents. These parks may include facilities such as bikeways, walkways, and riding trails. Fresno
 has 11 trails and plans to expand these further.

| Park Type | Typical Size | Service Area |
|-----------------|---------------------|---------------------------|
| Pocket | Less than 2 acres | Up to ½ mile |
| Neighborhood | 5 to 10 acres | ½ to I mile radius |
| Community | More than 15 acres | 2 to 4 mile radius |
| City | More than 100 acres | Quadrant / 100K residents |
| Trails/Parkways | Vary | Entire City |

Source: 2025 Fresno General Plan

Park Needs and Alternative Approaches to Meeting Them

As noted in the Working Papers and the Fresno Map Atlas, the city has a significant deficit of parks and open space, with the central part of Fresno particularly lacking in facilities. The City's current parks standard calls for 3 acres of parkland to be provided per 1,000 residents—0.75 acres of neighborhood parks, 0.25 acres of community parks, and 2 acres of regional parks. As the table shows, Fresno will need around 860 acres of parks for the anticipated population growth, and ideally would cover the park deficit of 346 acres for the existing residents, particularly in regional parks. It is important to note that a study prepared by the Trust for Public Land found that the City of Fresno's 3 acres per 1,000 residents is well below the national average of 15.8 acres per 1,000 residents for similar-size cities. Within the Central Valley the rates are 5.0 in Visalia to 13.0 for Sacramento. ¹

| TABLE 3-5; PARK SUPPLY AND DEMAND (ACRES) | | | | | | | |
|---|------------|------------------|---------|------------------------------------|------------|--|--|
| | Existing P | opulation (500,0 | 00) | New Population + Population (28 | | | |
| | Demand | Supply | Balance | Demand | Total Need | | |
| Neighborhood | 375 | 378 | +3 | 215 | 212 | | |
| Community | 125 | 51 | (74) | (72) | 146 | | |
| Regional | 1,000 | 725 | (275) | 572 | 847 | | |
| TOTAL | 1.500 | 1 154 | (346) | 850 | 1.205 | | |

There are multiple strategies to meeting both future and existing needs:

- Clarify the existing parks standard with "rules of thumb," such as one neighborhood park within every square mile of new development (easily defined by arterial streets).
- Identify the sites for multiple future regional parks, with fewer neighborhood parks. These large parks would better serve both new and existing residents, can help organize the urban pattern of Fresno, and would require less land dedication by developers. However, challenges include financing the purchase of regional park land, phasing development, and reduced accessibility of parkland.
- Fewer regional parks in lieu of more neighborhood and community parks the opposite approach
 of the preceding strategy, which may be easier to achieve as developers would be responsible for
 providing most of this land, although the existing regional parks may become overused, and new
 development may be formless.
- Develop underutilized, vacant and brownfield parcels in the existing city with parks, rather than new buildings, to better meet the needs of existing residents and cure deficiencies in older neighborhoods.
- More joint use facilities, particularly with public schools.
- Develop parks that meet specialized needs, such as certain sports activities or recreational facilities not provided elsewhere.
- Link park facility improvement priorities to a ranking system keyed to public health and recreational
 goals, and respond with options to existing neighborhood goals for pocket parks and other walkable
 open space amenities.



Local Pocket Park

Pocket Park Design Criteria and Developer Guidelines

- Pocket parks may be considered as an alternative to or replacement of a neighborhood park only where providing a typical neighborhood park is impractical or not achievable, such as in infill areas or as part of small development projects. The specific features of pocket parks should address the anticipated needs of nearby residents and/or workers. In a residential environment, the needs of small children and seniors should be emphasized. In mixed-use or commercial areas, lunchtime use by office workers and shoppers should be facilitated.
- The costs of developing a pocket park as part of new development can be reimbursed through the formation of a Lighting and Landscaping District, the formation of which may be a condition of approval for a project. Reimbursable costs include all park improvements, including hard and soft costs but not including street improvements, and reimbursement shall be based on a detailed cost estimate submitted with the project plans.
- A developer wishing to include a pocket park is responsible for design and construction that meet City standards and for providing a legal mechanism for long-term maintenance of the park at no cost to the City. Land for pocket parks is to be dedicated to the City.
- Credit for pocket park facilities may be on a less than 1:1 acreage basis, with specific criteria to be developed as part of Plan implementation

¹ Center for City Park Excellence, The Trust for Public Land. (2010). 2010 City Park Facts.

Planned Park Network in Alterative Scenarios

The development of an open space and park network that integrates parks, recreation facilities, and open space is central to enhancing the quality of life and promoting the unique environment of Fresno. A key component will be the development of a system of parkways, as these are integral to connecting other parks, recreation facilities, neighborhoods, schools, and major destinations such as CSU Fresno (Fresno State) and the civic center.

All of the scenarios assume that:

- New development will include pocket, neighborhood, and community parks at a standard of 3 acres per 1,000 new residents, secured via the Quimby Act with maintenance to be funded with landscaping & lighting districts. These parks are generally not mapped and are expected to be included within suburban residential, urban residential, neighborhood center and other residential-oriented development types.
- An open space, trails, and bikeways system linking parks, neighborhoods and schools, integrated with Safe Routes to Schools, City of Fresno Bicycle, Pedestrian and Trails Master Plan, TreeTops Initiative and other programs, but separate from the core neighborhood and community park program.
- Parks should be located so the majority of new residential development is within a quarter- or half-mile walking radius of a park.
- New land use adjacent to future or existing parks and trails should be oriented towards the parks and rails to provide "eyes on" security and visibility.
- Neighborhood and community parks should be located at the core of new neighborhoods and designed with features such as community gardens, plaza's, fountains, gazebo's, play centers to encourage social engagement and thereby increasing community cohesion.
- Pocket parks are not a substitute for neighborhood parks although can meet a community need.
 These mini or pocket parks will only be allowed to count toward meeting parkland standards if they
 meet certain design requirements and arrange for maintenance to be funded through a landscape and
 lighting district.
- The City will work with school districts to allow public access to school playgrounds, sports fields, and recreation facilities at both existing and new schools.
- The City will work with: FMFCD for water detention basins to also serve as parks; FID for pedestrian and bicycle paths along canals; and the San Joaquin River Parkway & Conservation Trust and adjacent jurisdictions to link pedestrian and bicycle paths.
- Maintain and implement incrementally through new development projects Fresno's regional urban forest to delineate corridors and the boundaries of urban areas, and to provide tree canopy for bike lanes, sidewalks, parking lots and trails.

In addition, the alternative scenarios map different strategies for meeting regional and outstanding park demand:

- Alternative A suggests several regional park locations, in the west and southeast quadrants, and strategic sites for supplemental neighborhood and community parks within proposed major residential areas. Modest park development is also expected in SEGA.
- Alternative B concentrates solely on regional parks, in different locations including major development in SEGA, as well as a major infill park along Blackstone.
- Alternative C also emphasizes regional parks, including the annexation and expansion of Kearney Park southwest of the city, and major park development in SEGA.

 Alternative D proposes both regional parks, including Kearney Park, as well as supplemental neighborhood parks in major residential and regional centers, plus modest park development in SEGA.

These strategies are not tied to the scenario's land use and urban form approach. Rather, the array of options is provided to gather reactions to each parks strategy with details to evolve during the writing of the draft General Plan Update.

The "Proposed Park Supply" table shows how each scenario measures up against meeting citywide demand targets of 1,200 acres and 3.0 acres of park per 1,000 residents. Alternatives A and D meet the target, while C greatly exceeds it. As with all development types, park buildout assumes that not all parks mapped will be developed in the next 20 years, with the reported acreage adjusted according to assumed likelihood of site development.

Parks, Recreation & Open Space Master Plan

Following General Plan adoption, a new Fresno Parks, Recreation, and Open Space Master Plan will be prepared as a guiding blueprint for the City Council and the public. In conjunction with the General Plan, this Master Plan will ensure the cohesive development of a parks and open space system that upholds the standards and goals set forth in the General Plan. In addition, the Master Plan will include a range of programs for all ages and interests. It will also help determine which parks and recreation facilities will be shared with school programs.

| | Α | В | C | D |
|--|-------|-------|-------|-------|
| Neighborhood + Community (acres) | 678 | 708 | 708 | 717 |
| Regional + Supplemental (acres) | 480 | 550 | 910 | 480 |
| Total Acres | 1,158 | 1,258 | 1,618 | 1,197 |
| Citywide Park Supply for All Residents (acres/1,000) | 3.04 | 3.13 | 3.59 | 3.04 |

3.5 SCHOOLS

Future residential growth will create an increased demand for schools, resulting in the construction of new facilities, especially to the west, southwest, and southeast in the Central, Clovis, and Sanger unified school districts and the Washington Unified District. Also, revitalization within the central city along corridors and with the buildout of Downtown may require the expansion or creation of new Fresno USD facilities. The alternative scenario maps do not show the location of new schools, which are assumed to be included within residential development types (suburban residential, urban residential, neighborhood centers, etc.).

Each of the districts in the Fresno area has its own standards for school size, grade configuration, and student generation rates. For the sake of a general assessment of school need, Fresno USD's standards are used to calculate student generation and school size. Fresno USD generally assigns grades K-6 to elementary schools that average 700 students, grades 7-8 to middle schools that average 850 students, and grades 9-12 to high schools that average 2,350 students. However, small elementary school sites located in complete neighborhoods may help encourage the use of alternative modes of transportation, such as walking and bicycling.

All four alternatives are projected to generate roughly the same number of students citywide. The table "Projected School Demand" shows the average number of students expected and the new schools and amount of land needed. Site size requirements come from the State Department of Education's *Guide to School Site Analysis and Development*. The estimates do not account for existing capacity and are not distributed by district – those assessments will occur once a single Preferred Plan is selected as part of the environmental impact review process.

| TABLE 3-7: PROJECTED SCHOOL DEMAND | | | | | | |
|------------------------------------|---------------------------------------|--|--|--|--|--|
| Students | School Size | Schools Needed | Site Size (Acres) | Land Needed (Acres) | | |
| 19,800 | 700 | 28 | 8.6 | 240.8 | | |
| 4,800 | 850 | 6 | 14 | 84.0 | | |
| 10,200 | 2,350 | 4 | 52.7 | 210.8 | | |
| 34,800 | - | 38 | | 535.6 | | |
| | Students 19,800 4,800 10,200 | Students School Size 19,800 700 4,800 850 10,200 2,350 | Students School Size Schools Needed 19,800 700 28 4,800 850 6 10,200 2,350 4 | Students School Size Schools Needed (Acres) 19,800 700 28 8.6 4,800 850 6 14 10,200 2,350 4 52.7 | | |

3.6 MOBILITY AND TRANSPORTATION

The four alternative scenarios were evaluated against one another. Fehr & Peers (the Transportation and Traffic Consultants employed by the City for this study) used a modified version of FCOG's 2035 regional transportation model to determine their relative impact on Fresno's circulation system by the year 2035, which is the General Plan's planning horizon. None of the scenarios generate any "red flags" or extreme impacts on the City's roadways and all perform as expected given their urban form and land use strategies. Scenarios with denser development and more infill, namely Alternative A, generate more traffic congestion overall but also have the shortest trip lengths. Less dense development, as in Alternative C, creates less congestion but longer trips—it may also have a fiscal impact due to the need to maintain more lane miles.

The alternatives have varied impacts on major surface street and freeway performance:

- Alternative A creates relatively higher congestion on Blackstone (especially), as well as Shaw, Herndon, and SR 41, and relatively less on SR 180. Blackstone remains below its maximum traffic volume capacity, however.
- Alternative B creates relatively little congestion on arterials and freeways.
- Alternative C creates relatively little congestion on arterials, but much higher congestion on SR 180.
- Alternative D creates relatively more congestion on Shaw, SR 99, and SR41.

The alternatives also have varied impacts on other mobility factors:

- The highest traffic volume and congestion at the arterial level occurs with Alternative A, and to a lesser extent with Alternative D, but these scenarios also place more intense development along these corridors, locating the most people (residents and employees) within easy access to the planned Bus Rapid Transit service.
- As the scenarios with the most urban density—the amount of employment and population per acre—Alternative A and somewhat Alternative D have the most connectivity, with close integration of housing with jobs, shopping, and service. In comparison, B and C provide relatively little connectivity.
- Alternative A has the relatively lowest vehicle miles travelled (VMT) per capita, resulting in the least
 amount of air pollution and greenhouse gas emissions generated. Alternative C generates the most
 VMT of the scenarios, resulting in the most air pollution and GHG emissions.
- The lack of congestion created by Alternative B suggests it may have the most balanced urban form, with the most efficient use of the City's roadway network.

Systemwide Measures

Average Trip Length

Average Trip Length – This is a measure of the distance of trips within the model area and a good measure of the proximity of complementary land uses. As more development is clustered together, people can travel shorter distance to meet their needs.

| Α | В | С | D |
|---------|---------------------|---|--------------------|
| | | | |
| Legend: | Shorter Trip Length | | Longer Trip Length |

As shown in the table, Alternative A has the lowest average trip length, reflecting its greater emphasis toward infill development. Alternative C has the highest average trip length, which is on average 3 percent higher. Note that while the differences may not seem substantial, one must remember that the vast majority of trips in the Fresno area are not affected by the changed land use pattern, since all the existing development will remain similar to what exists today. Therefore, even small changes highlight significant changes in trip length for new residents and employees.

Per Capita VMT

Vehicle Miles Traveled (VMT) Per Capita is the total distance traveled by all vehicles in the traffic model divided by population. VMT is used to estimate greenhouse gas (GHG) emissions. In general, lower VMT is associated with lower GHG emissions. For this evaluation, the variation in VMT is mostly a measure of regional accessibility, better land use diversity, and higher densities.

As shown, Alternative A has the lowest VMT per capita, while Alternative C has the highest, about 7 percent higher than Alternative A. Although the overall values are not greatly different, these are regional measures, so even small changes can result in substantial changes in GHG emissions and other similar measures.

| TABLE 3-9: PER C | CAPITA VMT | 4 | |
|------------------|----------------------|---|-----------------------|
| Α | В | С | D |
| | | | |
| Legend: | Lower Per Capita VMT | | Higher Per Capita VMT |

Corridor Measures

Average Daily Traffic Volumes

Generated for freeways and arterial corridors, daily traffic is the total forecast volume on a freeway or roadway over 24 hours. A common metric, daily traffic volume is useful for comparing how development location and intensity will affect specific facilities.

As measured on freeways:

- SR 99 Alternative D would generally result in the highest SR 99 traffic volumes, with volumes about 4 percent higher.
- SR 180 Alternative C has much higher volumes on SR 180 than the other scenarios. Volumes with Alternative C are 22 percent higher than Alternative A, which has the lowest volumes. Higher volumes on SR 180 can be attributed to development in the Expanded SOI and SEGA areas.
- SR 41 Alternative A has higher traffic volumes than the other scenarios, about 5 percent higher than Alternatives B and C, which can be attributed to development level along Blackstone Avenue.

As measured on selected arterials:

• Blackstone – Alternative A has much higher volumes than the other scenarios, with lower volumes for Alternatives B and C. Alternative A is 39 percent higher than Alternative B, which has the lowest volume. Higher volume with Alternative A can be attributed to more development along the corridor. This growth pattern is typical of infill development on existing arterial corridors despite the lower trip generation associated with this type of development. Based on the increased density associated with Alternative A, the numbers of trips generated on this corridor are between 4-10 percent lower than would occur for the same amount of land use under more traditional development patterns like Alternative C.

| | | Freeway | | | |
|-------------|---|---------|--------|-------|--|
| Alternative | Description | SR 99 | SR 180 | SR 41 | |
| A | The Boulevard Plan: Emphasizes Revitalization, Infill, and Transit Corridors within the SOI, reserving some land for future development. Modest SEGA development and moderate SOI expansion to the south for a heavy industrial district. | • | • | | |
| В | Growth Areas Plan: Emphasizes Growth Area Development & Infill within the SOI. Heavy emphasis on SEGA, no SOI expan- sion. | • | 0 | • | |
| С | The Expanded Boundary Plan: Emphasizes Continuation of Established Densities & Development Patterns in Growth Areas. Strong SEGA development and large SOI boundary expansion to the SW for residential growth. | 0 | • | 0 | |
| D | The Hybrid Plan: Combination of Concepts A, B, & C. Modest SEGA development and moderate SOI expansion to the SW for mixed-use growth. | | 0 | C | |
| | | • | • | | |

| | Description | Arterials | | | |
|-------------|---|------------|------|---------|--|
| Alternative | | Blackstone | Shaw | Herndon | |
| A | The Boulevard Plan: Emphasizes Revitalization, Infill, and Transit Corridors within the SOI, reserving some land for future development. Modest SEGA development and moderate SOI expansion to the south for a heavy industrial district. | • | 0 | • | |
| В | Growth Areas Plan: Emphasizes Growth Area Development & Infill within the SOI. Heavy emphasis on SEGA, no SOI expan- sion. | 0 | • | 0 | |
| C | The Expanded Boundary Plan: Emphasizes Continuation of Established Densities & Development Patterns in Growth Areas. Strong SEGA development and large SOI boundary expansion to the SW for residential growth. | | • | 0 | |
| D | The Hybrid Plan: Combination of Concepts A, B, & C. Modest SEGA development and moderate SOI expansion to the SW for mixed-use growth. | 0 | 0 | • | |

- Shaw Alternative D has the highest overall volumes along the corridor. However, volumes with Alternative A are higher near Clovis and Fresno State, while volumes with Alternative D are higher near SR 99. Alternatives B and C are lowest and similar in volume reflecting their lower levels of infill development along established arterial corridors.
- Herndon Alternative A has the highest volume and is about 2 to 6 percent higher than the other alternatives, although Alternative A and D are similarly high near SR 99.

Travel Time Index

At a macro level, the travel time index is helpful in evaluating freeway and arterial corridor performance. The index is the ratio of congested travel time to free flow travel times on a roadway. Greater values indicate more congestion.

As measured on freeways:

- SR 99 Consistent with the increase in volume presented above, Alternative D would result in the highest travel time index on SR 99, particularly near the SR 99/SR 180 interchange.
- SR 180 Alternative C has the highest travel time index on SR 180 (on the west end near Brawley Avenue) that can be attributed to development in the Expanded SOI. This is an indication for the need for additional roadway capacity, operational improvements, or a reduction in development intensity. Alternative D has a similar but slightly lower index. Travel time is 64 percent slower than Alternatives A and B, which would operate at nearly free flow conditions.
- SR 41 Alternatives A and D have the highest travel time index on SR 41, with higher congestion north of SR 180, which can be attributed to higher intensity development along Blackstone Avenue.

As measured on selected arterials:

- Blackstone Alternative A has the highest travel time index, but the street remains below its capacity.
- Shaw Alternative A has the highest travel time index with the highest congestion near Blackstone Avenue and SR 41. In particular, the Shaw Avenue/Blackstone Avenue intersection will likely exceed capacity. Congestion is less in this location with Alternative D, which can be attributed to lower intensity development.
- Herndon Alternatives A and D have the highest travel time index with the most congestion occurring between Veterans Avenue and SR 41. Volumes in these segments exceed capacity. Travel time is less than free flow conditions with Alternative B and C, but not as severe with volumes operating at or less than capacity.

Development Factors

Employment to Housing Balance

This measure compares total employment and retail employment per household for each alternative to

| | | Freeway | | | |
|-------------|---|--------------------|--------|-------|--|
| Alternative | Description | SR 99 | SR 180 | SR 41 | |
| A | The Boulevard Plan: Emphasizes Revitalization, Infill, and Transit Corridors within the SOI, reserving some land for future development. Modest SEGA development and moderate SOI expansion to the south for a heavy industrial district. | 0 | 0 | • | |
| В | Growth Areas Plan: Emphasizes Growth Area Development & Infill within the SOI. Heavy emphasis on SEGA, no SOI expansion. | • | 0 | 0 | |
| С | The Expanded Boundary Plan: Emphasizes Continuation of Established Densities & Development Patterns in Growth Areas. Strong SEGA development and large SOI boundary expansion to the SW for residential growth. | 0 | • | • | |
| D | The Hybrid Plan: Combination of Concepts A, B, & C. Modest SEGA development and moderate SOI expansion to the SW for mixed-use growth. | • | 0 | • | |
| | | • | 0 | More | |
| | Legend: | Less Congestion | | → Cor | |

| | | | Arterials | |
|-------------|---|------------|----------------|----------|
| Alternative | Description | Blackstone | Shaw | Herndon |
| A | The Boulevard Plan: Emphasizes Revitalization, Infill, and Transit Corridors within the SOI, reserving some land for future development. Modest SEGA development and moderate SOI expansion to the south for a heavy industrial district. | • | • | • |
| В | Growth Areas Plan: Emphasizes Growth Area Development & Infill within the SOI. Heavy emphasis on SEGA, no SOI expansion. | • | • | 0 |
| С | The Expanded Boundary Plan: Emphasizes Continuation of Established Densities & Development Patterns in Growth Areas. Strong SEGA development and large SOI boundary expansion to the SW for residential growth. | • | • | • |
| D | The Hybrid Plan: Combination of Concepts A, B, & C. Modest SEGA development and moderate SOI expansion to the SW for mixed-use growth. | 0 | • | • |
| | <u>Legend:</u> | Less | • | More |
| | | Congestion | r - | Congesti |

the employment-to-housing balance from the Fresno COG model for the 2005 and 2035 scenarios. This is a convenient measure for assessing how balanced the land use alternatives are relative to current and forecasted development trends.

As shown, all of the alternatives would increase the jobs to housing balance compared to 2005 or 2035 development in the Fresno COG model. Alternatives A, B, and D show an eight percent increase over the 2035 Fresno COG model. A total employment-to housing balance of 1.34 is comparable to the San Francisco Bay Area ratio, which is about 1.33.

Under these alternative scenarios, the City of Fresno would be even more of a regional job center than it currently is.

Urban Density

Urban Density – Is total employment and households divided by gross area at the TAZ level. This measure is useful for evaluating development intensity relative to vehicle travel and congestion and the potential to support high-frequency transit service like BRT.

As outlined above, the highest traffic volume and congestion at the arterial level occur with Alternatives A and D. Not surprisingly, these corridors have more intense development along these corridors. Consequently, these alternatives also place the most people (residents and employees) in these corridors and within easy access to planned transit service.

| TABLE 3-14: EMPL | LOYMENT TO H | IOUSING E | ALANCE | | | | | |
|------------------|---|-----------|--------|------|------|------|--|--|
| Employment-to- | Fresno COG Model General Plan Land Use Alternatives | | | | | | | |
| Housing Ratio | 2005 | 2035 | Α | В | С | D | | |
| Total | 1.27 | 1.24 | 1.34 | 1.34 | 1.40 | 1.34 | | |
| | | | | | | | | |

| | | | Arterials | |
|-------------|---|---------------|-----------|------------|
| Alternative | Description | Blackstone | Shaw | Herndon |
| A | The Boulevard Plan: Emphasizes Revitalization, Infill, and Transit Corridors within the SOI, reserving some land for future development. Modest SEGA development and moderate SOI expansion to the south for a heavy industrial district. | • | | 0 |
| В | Growth Areas Plan: Emphasizes Growth Area Development & Infill within the SOI. Heavy emphasis on SEGA, no SOI expansion. | • | • | • |
| C | The Expanded Boundary Plan: Emphasizes Continuation of Established Densities & Development Patterns in Growth Areas. Strong SEGA development and large SOI boundary expansion to the SW for residential growth. | • | • | • |
| D | The Hybrid Plan: Combination of Concepts A, B, & C. Modest SEGA development and moderate SOI expansion to the SW for mixed-use growth. | 0 | 0 | • |
| | | | 0 | |
| | Legend: | Less Dense | - | More Dense |

4 CONCLUSIONS AND NEXT STEPS

The purpose of this report is to present and evaluate the four plan alternatives that have been put forward by City staff, the Citizens' Advisory Committee, and consultant team. The report provides a high level comparative evaluation of the alternatives to one another within key topics, and this chapter adds an evaluation against applicable guiding principles. This evaluation is broad in scope, as are the alternatives themselves. As the Preferred Plan selected through this process is further developed, many of these impacts will be better understood and some adjustments to the plan are likely to occur in response.

4.1 OUANTITATIVE ANALYSIS OF THE ALTERNATIVES

Chapters 2 and 3 of this report discuss the quantifiable impacts associated with each alternative.

Population

The alternatives shared the same population target and are relatively similar in outcome.

Housing

- Type All alternatives would primarily generate single family houses, with C creating the most. A would create the most townhouses, and B would create the most multi-family units.
- Residential density (units per acre) A has the highest density / C has the lowest density.

Jobs and Commercial Development

- All the alternatives would provide adequate capacity for projected job demand. Additional
 employment capacity could make Fresno more of a regional job and shopping center than it is today,
 or may result in surplus commercial land.
- Intensity (floor to area ratio) D would generate the most intense commercial development / A would be the least intense.
- Retail D would result in the most retail space / B the least. All scenarios may create retail space in excess of demand.
- Office C would create the most / B the least. All scenarios may create less office space than needed.
- Other commercial (industrial, R&D, flex space) C would create the most / D the least. This is largely dependent on how SEGA is developed.

Land Developed

The density of development affects how much land is needed to accommodate projected housing and commercial need. Some of this land would be re-use of existing land, but much of it will require the conversion of farmland.

- Total acreage A is expected to develop the least amount of land overall (around 10,500 acres) / C and D both would develop almost 50% more land (around 15,500 acres). B would also develop much more land than A (14,000 acres), much of it in SEGA.
- Greenfield acreage A would convert the least amount of greenfield land by far, around 8,000 acres / C would convert almost double that amount, almost 14,000 acres of greenfield land. B and D fall in between.

Traffic forecasts

The forecasts evaluate vehicle miles traveled and travel time (distance and congestion). Alternative A results in the least driving, while Alternative B has the least congestion.

- VMT: A results in the lowest / C creates the highest
- Trip distance: A creates the shortest average trips / C has the longest
- Congestion on arterials: B has the least / A has the most
- Congestion on freeways: B has the least / D has the most

Pedestrian and bicycle movement

- Alternative A is best at supporting walking and biking; its greater density places housing, jobs, and services in the nearest proximity to one another. B and C do the least to support walking and biking.
- Plan policies and development standards will decide how well new development creates safe, supportive environments for walking and biking.

Parks and schools

- All of the alternatives meet the target for providing an adequate amount of park space for both new and current residents.
- The parkland provided in each alternative is largely separate from its land use and urban form strategy. The best parks strategy for Fresno should be selected, adjusted, and advanced into the Professed Plan.
- The alternatives have a relative similar impact on the number of school-age children. Impacts on individual school districts will be analyzed in the MEIR.

Environmental

The impacts of the Preferred Plan on environmental resources will be evaluated in the Master Environmental Impact Report (MEIR). This will include natural resource communities, quantification of greenhouse gas emissions, and potential safety conflicts such as with airport land uses.

| Performance Measure | Notes | Alternative A | Alternative B | Alternative C | Alternative D |
|--|---|--|--|---|--|
| Capacity | All alternatives assume the same residential growth in opportunity sites of 76,000 to 80,000 dwelling units. This includes SEGA, existing pipeline projects and tentative maps. Urban density is total employment and households divided by gross area. | Infill: 39,000 DU Growth Areas: 37,000 DU Highest urban density | Infill: 26,000 DU Growth Areas: 53,000 DU Lowest urban density | Infill: 26,000 DU Growth Areas and SOI expansion: 53,000 DU Lowest urban density | Infill: 32,000 DU Growth Areas and SOI expansion: 48,000 DU Moderate urban density |
| Employment to Housing Balance | Also known as "jobs to housing" this measure compares a projection of total employment generated per household for each alternative with the 2005 and 2035 Fresno COG scenarios. This is a measure for assessing land use balance. Alternatives A, B and D result in an 8% increase over the 2035 COG model of 1.24. (the Bay Area is about 1.33) | 1.34 | 1.34 | 1.34 | 1.34 |
| City Building | This ranking is based on a qualitative evaluation based on the Vision and Guiding Principles | 1 | 3 | 4 | 2 |
| Mobility, Transportation and Air Quality | Greenhouse gas emission is a direct result of vehicle miles traveled per capita (VMT), therefore the alternatives with lower average VMT will produce lower greenhouse gas. Average trip length is a measure of distance necessary vehicle trips. Development clustered together results in shorter trips. Arterial volume increases are highest with the corridor oriented plans. Freeways are impacted according to the growth patterns. | Low VMT Lowest average trip length Highest arterial traffic volume Moderate arterial travel time Moderate freeway traffic volume Moderate freeway travel time | Moderate VMT Moderate average trip length Moderate arterial traffic volume Lowest arterial travel time Lowest freeway traffic volume Lowest freeway travel time | High VMT Highest average trip length Lowest arterial traffic volume Lowest arterial travel time Moderate freeway traffic volume Lowest freeway travel time | Moderate VMT Moderate average trip length Moderate arterial traffic volume Moderate arterial travel time Highest freeway traffic volume Highest freeway travel time |
| Fiscal and Economic Impacts | A fiscal analysis study that evaluates the alternatives has been prepared and is under separate cover. This analysis should be considered alongside the other means of evaluation of the proposed alternatives. | | | | |
| Implementation | The measure of each alternative is how it makes use of existing infrastructure or conversely requires infrastructure such as roads and utilities. Another important measure of implementation is based on the provision of the type of land uses that represent feasible and productive housing types in particular. In Fresno the residential development industry and current market is primarily driven by the sale of single family detached housing which is an important component of each alternative. | | | | |

| Vision and Guiding Principles** | Implications | Alternative A | Alternative B | Alternative C | Alternative D |
|---|--|------------------|------------------|------------------|------------------|
| Opportunity, Economic Development, Business and Job Creation | Economic prosperity and job creation location of employment centers | *** | *** | **** | *** |
| Successful and Competitive Downtown | Impacts on successful downtown revitalization | **** | ** | * | *** |
| Values Resource Conservation, Efficiency and Resilience | Environmental quality issues | **** | ** | * | *** |
| Improved Air Quality | Air quality is impacted by vehicle miles traveled | **** | ** | * | *** |
| Values Agriculture | Water, energy, farmland resource consumption and long term costs | **** | *** | * | ** |
| Protects, Preserves, and Enhances Natural, Historic, and Cultural Resources | Life style preservation and enhancement | *** | ** | * | **** |
| Plan based on Areas of Change and Areas of Stability | Utilizes existing infrastructure and affects public facilities financing | **** | ** | * | *** |
| Choices | Creates opportunities for a variety of housing types | *** | ** | * | **** |
| Diversity of Urban and Suburban Communities | Impacts transportation, air quality, health, choices and downtown | ** | *** | * | *** |
| Complete Neighborhoods for New Development | Impacts on successful neighborhood revitalization and "completion" | ** | **** | * | *** |
| Healthy Communities and Improved Quality of Life in Existing Neighborhoods | Impact on the ability to provide a healthy community | *** | ** | * | **** |
| Corridors and Centers that Support Transit Use | Impacts transit ridership | **** | ** | * | *** |
| Multi-Modal Connectivity and Complete Streets | Mobility impacts, both private and public | **** | ** | * | *** |
| Existing Public Infrastructure and Service Deficiencies Cured and Investing for Increased Competitiveness in the Future | Fiscal impacts on long term municipal financial sustainability | **** | ** | * | *** |
| A Model of Growth Management Planning and Regional Policy | Regional sustainability, competitiveness, and credibility of Fresno as a regional leader | **** | *** | * | ** |
| Recreation Opportunities | Impacts available locations for convenient parks and open space | ** | *** | ** | **** |
| Traffic Impacts/Improvements*** | Impacts traffic if density is not located with infrastructure capacity | * | **** | *** | ** |

^{*}The evaluation system of 1-4 stars indicates the relative degree to which the alternative satisfy the guiding principles. The scale is applied with the lowest being the lowest level and 4 being the highest. This relative evaluation is not a scientific analysis, but rather a subjective one by staff and the consulting team and is open to further consideration.

4.2 QUALITATIVE ANALYSIS OF THE ALTERNATIVES (LIVABILITY)

This chapter contains additional comparative evaluations of the alternatives, providing a qualitative evaluation of the alternatives against the Guiding Principles established by the Citizens' Advisory Committee.

Using 16 of the 18 Vision and Guiding Principles adopted by the citizen's committee*, this evaluation is focused on the overall goals the committee has set for Fresno. Many of these goals are based on the lifestyle of the city and how to preserve and enhance that way of life for all Fresno's residents.

Table 4-1 lists these principles and rates each alternative from one to four stars. The ratings are intended to be relative, expressing how well an alternative supports the principle in comparison to the other scenarios.

These ratings are a matter of opinion and the importance of certain principles may vary by person. However, in the view of City of Fresno staff and the supporting consultants, Alternatives A and D provide the most support for the Committee's guiding principles. Alternative B provides less but relatively good support for the principles, while C provides the least support by far.

4.3 CONCLUSIONS AND NEXT STEPS

The intent of the alternatives is not to clearly pick a "best way" for Fresno to develop. Rather, they are intended to present and test a variety of ideas about the location, mix, and intensity of land uses. In addition to the factors presented above, other factors that must also enter into the analysis of the four alternatives include:

- Fiscal impacts a separate report evaluates the impact of each alternative on municipal revenues and expenses.
- Infrastructure required supporting the plan such as roads and utilities. If improvements are needed, the cost will have to be borne by development interests.
- The need to expand the Sphere of Influence to support the alternative. This may be a difficult and lengthy process.

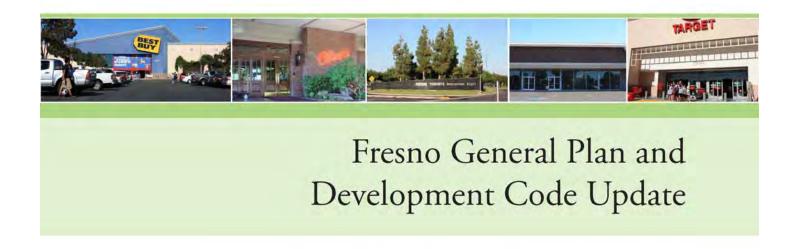
There is no single best alternative – every person will have a different opinion based on what features are important to them. For someone with a strong interest in improving air quality, Alternative A may be the best choice, while someone who places high importance on minimal freeway congestion would prefer Alternative B.

The next step is to discuss the outcomes of the alternatives presented in this report and determine (a) whether there is strong support for one or more alternative(s), and (b) which features in any alternative are popular. By selecting a base case and adding and removing features, a Preferred Plan will be created.

This selection should be made based on the information presented and through consultation with City Staff and testimony from the public and stakeholders. Presentations of this report have been scheduled at a public community workshop and with the Citizens' Advisory Committee, Planning Commission, and City Council. The Mayor and City Manager will have recommendations regarding the alternatives considered and the attributes of a preferred option. Guidance from each of these bodies will be used in the selection of the Preferred Plan by the City Council, which will occur in April 2012.

^{**}Guiding principles that remain supported by the General Plan Citizen's Committee, but have not been incorporated into this evaluation are "A City with Planning and Investment Partnerships Among Land Owners, Developers, Public Agencies and Institutions" and "A City with a Spirit of Citizenship". These apply equally to all the alternatives.

^{***}Traffic Impacts/ Improvements are adopted as a Guiding Principle but included in this analysis for completeness



FISCAL IMPACT ANALYSIS OF CONCEPT ALTERNATIVES



March 15, 2012

Development and Resource Management Department



Fresno General Plan and Development Code Update

FISCAL IMPACT ANALYSIS OF CONCEPT ALTERNATIVES

March 15, 2012

Prepared by:

DYETT & BHATIA
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Chapter I: Introduction and Scope

INTRODUCTION

The fiscal impact analysis is focused on the City's General Fund budget, comparing the costs of providing public services and maintaining public facilities with the primary revenue sources available to cover these expenditures. In the context of the City's General Plan update, the primary goal of the fiscal impact analysis is to quantify the impact of the four evaluated alternatives on the City's long-term fiscal health to help formulate policies, growth patterns, and public service standards that are fiscally sustainable over the General Plan buildout.

This Fiscal Impact Analysis report has been prepared by Economic & Planning Systems (EPS) as a sub-consultant to Dyett & Bhatia as part of the Fresno General Plan Update study process. The analysis is based on interviews with City staff as well as review of applicable budget trends both at the City and State level.

As noted, this analysis is designed to inform key planning and policy parameters associated with the General Plan Update. The information will be used to craft a preferred General Plan alternative that is fiscally sustainable over the long-term. Ultimately, EPS will conduct a fiscal analysis of the preferred alternative and use the findings to recommend refinements and/or corresponding policies related to taxes or other mitigations. In addition, the fiscal model can be used as a useful tool by City staff as they seek to implement the General Plan Update over time. The key General Plan related policies and issues that will be informed by the Fiscal Impact Analysis include, but are not necessarily limited to, the following:

- Public service levels and standards: The level of service provided by various departments is often quantified based on standards or ratios (i.e., sworn police officers per 1,000 service population for police, park acres per 1,000 population, etc.) related to either articulated goals or actual conditions. A key analytical component of the fiscal analysis will be to determine the fiscal implications of "business as usual" relative to more optimal service levels, such as addressing deferred maintenance issues.
- Location for growth: The location of new growth, for example, infill locations within the City versus along the City's urban edge (greenfield), can have important fiscal implications. The fiscal analysis differentiates the fiscal impacts of growth by geography.
- Type of growth: The General Plan will include projections that differentiate between land use categories based on density, product type, and other factors. These product types are based on classifications defined by the City, with support from Dyett & Bhatia and Mark Steele Working Group, and are consistent with the General Plan land use designations, as further described below.
- Tax and fee rates: The General Plan can also articulate various goals or standards related to financing mechanisms and requirements to ensure fiscal sustainability, promote economic development, and other objectives. For example, certain areas in the City are charged different taxes depending upon historical agreements (e.g., CFDs) or boundaries (e.g., redevelopment).

I

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It is important to stress that this analysis is being provided to compare the fiscal implication of various General Plan alternatives and not for actual budgeting purposes. Thus, the results will not and should not be used as a basis for making actual, department level staffing decisions or annual revenue estimates.

GENERAL PLAN DEVELOPMENT ALTERNATIVES OVERVIEW

A summary of the four General Plan alternatives evaluated and compared in this analysis is summarized in **Table I** and illustrated in **Figures I through 4**. These alternatives, established by Dyett & Bhatia, reflect a range of potential urban forms and directions in which the City may continue to grow. They range between the share of growth accommodated within infill format relative to greenfield and how much growth can occur within the existing City boundary relative to annexation of new land. The highlights for each alternative are briefly described below.

- Alternative A (Boulevard Plan). This development alternative emphasizes revitalization, infill, and densification of established transit corridors within the sphere of influence (SOI), reserving some land for future development. It includes modest Southeast Growth Area (SEGA) development and moderate SOI expansion to the south for a heavy industrial district. This alternative reflects the most compact growth form and reflects the lowest amount of residential and commercial growth relative to the other alternatives. This scenario results in the least annexation of unincorporated land of around 17,500 acres.
- Alternative B (Growth Areas Plan). This alternative emphasizes both growth area development and infill, with the second highest amount of land annexation of approximately 23,000 acres. It places a heavy emphasis on development in SEGA. This alternative has the highest share of multifamily units and the lowest amount of retail space relative to the other alternatives.
- Alternative C (Expanded Boundary Plan). This development alternative is based on continuation of existing densities and development patterns in Fresno. It provides the highest share of low-density residential uses and high commercial growth, predominantly in the industrial category. This alternative also reflects strong SEGA development and SOI boundary expansion for residential growth to southwest of the City and requires the most annexation (about 26,000 acres).
- Alternative D (The Hybrid Plan). This alternative combines concepts in Alternatives A, B, and C. This alternative includes the highest share of retail growth in the City. It reflects modest SEGA development and moderate SOI expansion to southwest for mixed-use growth and results in a moderate amount of annexation (about 21,000 acres).

Table 1
Development Program Summary by Alternative
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| - | | Alternative A | | | Alternative B | | | Alternative C | ; | | Alternative D | |
|---------------------|------------|---------------|------------|---------------|----------------|---------------|------------|---------------|---------------|---------------|---------------|------------|
| Item | Infill* | Greenfield | Total | Infill* | Greenfield | Total | Infill* | Greenfield | Total | Infill* | Greenfield | Total |
| Residential (units) | | | | | | | | | | | | |
| Single Family | 4,626 | 22,808 | 27,434 | 3,249 | 26,326 | 29,575 | 3,693 | 34,014 | 37,707 | 4,002 | 28,810 | 32,812 |
| Townhome | 7,356 | 8,814 | 16,171 | 4,782 | 11,252 | 16,034 | 4,106 | 9,934 | 14,040 | 5,424 | 10,183 | 15,607 |
| Multifamily | 20,978 | <u>11,245</u> | 32,223 | <u>13,391</u> | <u> 19,953</u> | <u>33,344</u> | 12,190 | <u>15,055</u> | <u>27,245</u> | <u>16,465</u> | 14,783 | 31,248 |
| Subtotal | 32,960 | 42,868 | 75,828 | 21,422 | 57,531 | 78,953 | 19,989 | 59,003 | 78,992 | 25,891 | 53,777 | 79,668 |
| Commercial (sq.ft.) | | | | | | | | | | | | |
| Retail | 16,460,202 | 2,689,142 | 19,149,344 | 11,089,735 | 4,758,321 | 15,848,056 | 9,890,099 | 6,972,164 | 16,862,263 | 14,053,077 | 6,432,373 | 20,485,450 |
| Office | 13,306,210 | 3,584,661 | 16,890,871 | 10,721,767 | 5,366,808 | 16,088,575 | 11,340,625 | 9,345,066 | 20,685,692 | 12,918,568 | 6,953,130 | 19,871,698 |
| Industrial | 15,692,226 | 12,168,605 | 27,860,832 | 11,583,548 | 25,816,065 | 37,399,613 | 13,286,345 | 32,111,707 | 45,398,052 | 13,333,113 | 11,386,313 | 24,719,425 |
| Subtotal | 45,458,638 | 18,442,409 | 63,901,047 | 33,395,049 | 35,941,194 | 69,336,243 | 34,517,068 | 48,428,937 | 82,946,006 | 40,304,757 | 24,771,815 | 65,076,572 |

^{*}Includes downtown; new development in downtown does not vary by development alternative.

Sources: Dyett & Bhatia, and Economic & Planning Systems, Inc.

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Legend FRESNO GENERAL PLAN UPDATE Alternative A Concept Map (DRAFT) Urban Residential Suburban Residential Mixed-Use Comidor Main Street/ Commercial Consido Light Industrial/ Business Park/ Office Institutional / Public / Civic Parks/ Recreation/ Open Space City Limity Sphele of Influence Southeast Growth Area 20000 Downtown 8888888 Tentative Maps Special Study Avra

Figure I Alternative A: Boulevard Plan

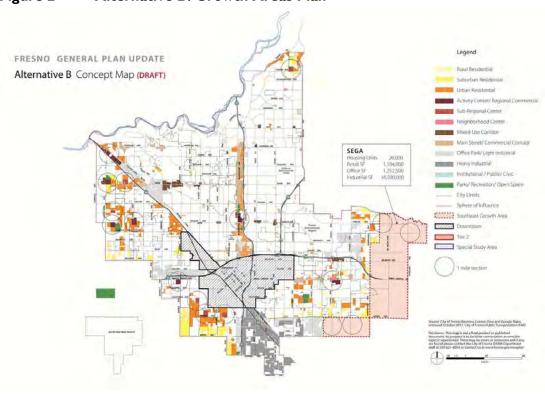


Figure 2 Alternative B: Growth Areas Plan

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Figure 3 Alternative C: Expanded Boundary Plan

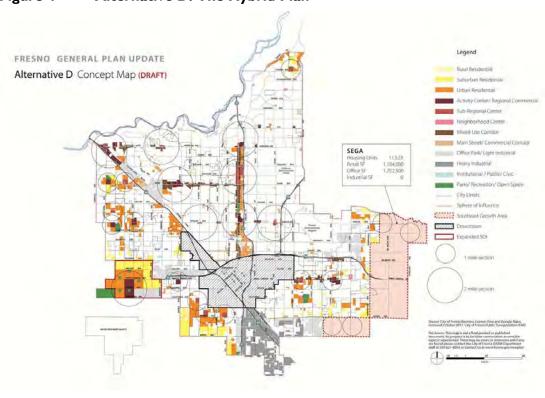


Figure 4 Alternative D: The Hybrid Plan

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General Plan alternatives anticipate annexation of any particular county islands that may be annexed or developed over the buildout of the General Plan. Currently, the City provides services to a number of islands on a contract basis. However, specific fiscal parameters, service provision agreements, and service costs vary throughout the City. Fiscal implications for island annexation, if any, would depend on unique circumstances for each area, such as size, location, and service needs.

Complete analysis for each development alternative is summarized in **Appendices A** through **D**. This report references development alternative D (**Appendix D**) for illustrative purposes. Revenue and cost estimates will vary by alternative.

Chapter 2: Key Findings and Policy Considerations

This chapter describes the key finding from this analysis and discusses their policy implications. The more detailed description of the methodology, assumptions and calculations is presented in subsequent chapters and documented in the appendices.

KEY FINDINGS

This section summarizes the General Fund fiscal impacts for the four General Plan Alternatives. It should be noted that the fiscal results (annual surpluses or deficits) are simply indicators of fiscal performance; they do not mean that the City will automatically have surplus revenues or deficits because the City must have a balanced budget each year. Persistent shortfalls shown in a fiscal analysis may indicate the need to reduce service levels or obtain additional revenues; persistent surpluses will provide the City with resources to reduce liabilities such as deferred maintenance, improve service levels, or build up reserves. In addition, the findings are based on a set of "baseline" conditions and assumptions related to the key factors that affect General Fund costs and revenues, such as property assessed value, sales tax levels, State and federal budget and tax policy and other factors. To the degree that these conditions change, the fiscal performance of new growth will differ from the estimates provided herein.

The fiscal impact results are illustrated in **Table 2** and **Table 3** and further summarized below.

I. All four General Plan development alternatives are projected to generate net General Fund surpluses under the current service level standard but significant deficits under more optimal service standards.

The General Fund surpluses ranging from \$17 million to \$24 million for all alternatives under baseline conditions occur because expenditures reflect the City's existing sub-optimal service levels which have been required primarily as the result of recent budget constraints and associated cuts is staff and facilities. Meanwhile, General Fund deficits ranging from \$10 million to \$22 million under the more "optimum service standards" articulated by Department staff suggest that higher levels of service standards are not sustainable given the current revenue environment.

In terms of Department level costs, the Police costs make up the bulk of General Fund costs under both the existing and optimal service standard, followed by Fire, PARCS, and Public Works, respectively. However, Public Works department cost increase most rapidly under the Optimal Service Standard, growing by nearly four times. In absolute dollar terms, police department costs experience the highest increase of nearly \$20 million.

Table 2
Fiscal Impact Summary of Development Alternatives
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Existing Service Level Total | Optimal Service Level Total |
|-----------------------------|-------------------------------------|-----------------------------|
| Alternative A | | |
| Revenues | \$96,186,076 | \$96,186,076 |
| Expenditures | \$71,956,909 | \$105,885,508 |
| Net Impact | \$24,229,167 | (\$9,699,431) |
| Net Impact as % of Revenues | 25% | 10% |
| Alternative B | | |
| Revenues | \$93,643,829 | \$93,643,829 |
| Expenditures | <u>\$76,554,502</u> | <u>\$112,963,459</u> |
| Net Impact | \$17,089,327 | (\$19,319,630) |
| Net Impact as % of Revenues | 18% | 21% |
| Alternative C | | |
| Revenues | \$103,970,754 | \$103,970,754 |
| Expenditures | \$85,299,428 | \$125,804,394 |
| Net Impact | \$18,671,326 | (\$21,833,641) |
| Net Impact as % of Revenues | 18% | 21% |
| Alternative D | | |
| Revenues | \$100,019,703 | \$100,019,703 |
| Expenditures | <u>\$77,021,701</u> | <u>\$113,916,674</u> |
| Net Impact | \$22,998,002 | (\$13,896,971) |
| Net Impact as % of Revenues | 23% | 14% |

Table 3
Cost of Providing Optimal Service Level
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Total |
|--|---------------------|
| Additional Service Cost to Existing Residents (1) | |
| Police | \$42,388,746 |
| Fire | \$10,303,200 |
| PARCS (2) | \$1,887,600 |
| Public Works | <u>\$19,545,800</u> |
| Total Cost | \$74,125,346 |
| Fiscal Impact Shortfall to Service New Residents (3) | |
| Total Cost | \$13,896,971 |
| Total Cost for Service Level Improvement | |
| Total Cost | \$88,022,317 |
| % Share of Projected Buildout Budget | 27% |

⁽¹⁾ Does not vary; constant across all alternatives.

Source: Economic & Planning Systems, Inc.

⁽²⁾ Does not reflect an additional capital replacement funding deficiency.

⁽³⁾ Based on development alternative D.

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2. Alternative A reflects the most fiscally advantageous outcome for the City's General Fund while Alternatives B and C are the least fiscally favorable.

The relative performance of various General Plan alternatives are driven by a variety of complex factors most notable of which include the location and type of development envisioned in each. In general, nonresidential development appears to perform better than residential development and infill slightly better than greenfield. This is because residents generate a higher demand for public services than do businesses and their employees and infill generates a slightly higher level of sales and property tax revenue than greenfield.

Alternative A is the most compact development alternative and therefore generates the most favorable fiscal impact in absolute and relative terms (i.e. as a percent of total budget) under both existing and "optimal" service levels. Alternative C has the highest amount of single family residential and total commercial uses. While it results in the highest General Plan revenues out of the four evaluated programs, it also generates disproportionally high service costs to the General Fund.

3. The application of "optimal service standards" to both new and existing residents and development would generate General Fund deficits that significantly exceed those calculated for new growth only.

Although the provision of an "optimal service standards" would incrementally exacerbate the City's General Fund shortfall, the application of these standards to existing residents and development would make matters significantly worse from a fiscal perspective. As shown in **Table 3**, improvement in the existing service provision by Police, Fire, PARCS, and Public Works departments would result in the additional cost of \$74 million to the existing population, compared to a net cost increase of \$13.9 million to new growth only under Alternative D. Combined, the improvement in the City's key service level provision would result in the cost of \$88 million, about 27 percent of the overall General Plan buildout budget.

KEY GENERAL PLAN FISCAL PARAMETERS

As noted at the outset, the fiscal impact analysis is designed to determine how key General Plan parameters will affect the performance and sustainability of the City's General Fund budget over the long term. The analysis will in turn help inform the design of preferred General Plan alternative and corresponding implementation policies that will ensure the City's long-term fiscal health. The role and implications of critical and inter-related General Plan land use and policy parameters on the City's fiscal performance is described further below.

Public Service Levels and Standards

This analysis has found that existing service levels are fiscally sustainable, and indeed would likely result in General Fund surpluses if maintained over the long term. However, City staff

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¹ Assuming a share of greenfield growth would be annexed to the City.

have also stressed that these services levels are sub-optimal and continue to have negative implications on the quality of public services and infrastructure with important implications on the quality of life of City residents (e.g., public safety, recreation, and transportation). Moreover, deferred maintenance issues may actually necessitate higher cost investments in the future. The fiscal analysis has also found that none of the General Plan alternatives is likely to generate sufficient revenue provide service standards considered optimal by Departmental staff, given current tax rates, property values and costs (e.g., salaries, equipment, etc).

Ultimately the level of service the City can provide will be constrained by revenue. The fiscal analysis suggests that small increases to existing service levels may be warranted given baseline revenue growth projections. However, unless the basic revenue drivers improve (and they may), the City will need to make strategic decisions and accept trade-off related to the level of service it can provide. Of course, these decisions should be made with consideration of the dynamic relationship between service levels and revenue generation. As described above, improved public services and facilities can enhance quality of life which, in turn, improves property and sales tax revenue, the two key drivers of General Fund revenue. Ideally, service level improvements will focus on those services and facilities that are most likely to actually improve the City's quality of life.

Another issue complicating the policy decisions about optimal service provision is the distinction between existing deficiencies and the cost of growth. As noted, new growth is projected to generate a positive fiscal impact on the margin and thus can afford to pay for a slightly higher level of service than is currently being provided. However, the fiscal benefit of new growth is significantly below the costs associated with expanding service standards to cover existing deficiencies faced by existing residents, let alone deferred maintenance. Thus, service standards articulated in the General Plan update should account for the cost serving both existing and new residents.

Given historic funding challenges for many functions, deferred maintenance is a major issue that will also need to be addressed going forward. Multiple department interviews have revealed that historic funding has not been adequate to reflect many of the deferred maintenance issues in Fresno, that have prevailed even during the stronger budget periods, especially those related to capital replacement. Many capital replacement costs have not been historically budgeted through the City's CIP. While the magnitude of the existing deferred maintenance is not specifically quantified in this analysis, it is understood that potential fiscal benefits from new growth may be available to fund a portion of existing deferred maintenance costs in the City.

Location for Growth

From a fiscal perspective, this analysis finds that infill development performs slightly better than greenfield development overall. However, this result appears to be driven primarily be General Fund revenues rather than cost. In other words, the relative cost of providing public services to infill versus greenfield locations appears negligible in aggregate (although individual projects can differ significantly). Although existing urban areas may provide some economies of scale by relying on existing infrastructure (e.g., roads, existing police sub-

City of Fresno General Plan Update: Fiscal Impact Analysis of Concept Alternatives

stations), greenfield areas benefit from other factors, such as the excess capacity of some existing fire stations and higher likelihood of assessment district formation to cover facility maintenance.

On the revenue side, the key fiscal disadvantage of greenfield development relates to annexation. Specifically, as the City gets increasingly built out, a portion of new growth will need to be accommodated on land currently controlled by the County that will need to be annexed by the City. The existing tax sharing agreement between the City and the County, described above, provides less favorable terms to the City for property and sales tax growth capture relative to those the City could realize in its existing areas. As a result, new growth that will occur on annexed land will likely result in lower property and sales taxes relative to new development within existing City boundary.

It is worth noting that annexations could occur in two categories—along the fringe and in existing City islands. While annexations along the fringe are likely to be fiscally less advantageous to the City relative to accommodating new growth within its existing limits, annexations of islands are more difficult to quantify. The experience of many other cities and counties in California suggests that annexation of County islands could create more efficient urban service delivery system, such as police and fire protection, sewer, water, trash collection and code enforcement. On one hand, as described above, Fresno's General Fund will only capture a portion of future property and sales tax generated from its county islands upon annexation. On the other hand, the City could provide services to these areas more efficiently, including police and fire departments, relative to existing service contracts.

Type of Growth

The type of growth encouraged by General Plan policies will directly affect the City's fiscal balance through its impact on property values. While the analysis does not distinguish between assessed values per unit by geography, the General Plan alternatives differ in both the mix (e.g., density, product type) and level of growth. In general, the analysis finds that residential development is slightly less favorable than nonresidential (e.g., retail, office, industrial) from a fiscal perspective primarily because of public service costs. Specifically, the cost of providing public services per net increase in assessed value is higher for residential than nonresidential development because residents generally create more service demands than do businesses and their employees.

Of course, the City's total assessed value growth will also be subject to much more complex range of internal and external variables. For example, future values could be driven by the quality of life factors, such as the level of service provided by the City as well as broader socioeconomic factors that affect property value growth. In addition, the relative fiscal benefit from nonresidential development will depend on market demand and the degree to which tenants seek new developed space in the City.

It is also important to note that the fiscal analysis is based on current real estate market values. To the degree that the current market rebounds and various real estate product types experience real appreciation, the City's fiscal performance will improve and "optimal service standards" will be more attainable. By way of example, it would require about 15 to

25 percent increase in assessed value over existing assumptions, depending on alternative, to generate property tax revenues necessary to cover the cost of the optimal service standard scenario for new growth only. Of course, the cost of providing the optimal service standard to both new and existing development would require a significantly greater property value increase.

As described further below, the recent elimination of redevelopment could also play a role in shaping the City's assessed value growth. Historically, Fresno RDA invested its tax increment to incentivize new development in the City's established areas, with much development being commercial and industrial. With this investment no longer available, developers may have no incentive to invest in the City's existing core areas with growth more likely to spur outward, potentially affecting the vitality of existing urban areas.

Tax and Fee Rates

The fiscal impact analysis is based on the existing level and scope of City taxes and fees. Of course, the General Plan can also articulate various goals or standards related to financing mechanisms and requirements to ensure fiscal sustainability, promote economic development, and other objectives. For example, certain areas in the City currently generate different tax revenue depending upon historical agreements (e.g., CFDs, property tax allocation factors). Changes in these rates could potentially improve the fiscal performance of various alternatives to the extent that such actions do not deter growth.

Over the last 10 years, the City started implementing special taxes to cover Public Worksrelated costs of many new residential communities. Consequently, this analysis assumes a share of new development will include a CFD to cover the cost of Public Works related functions.² However, the actual scope and amount of CFD or related taxes has not been determined. Moreover, a City policy requiring all new development to adopt CFD does not exist.

Assuming that special taxes could be imposed on all future residential and commercial growth that occurs in greenfield setting (including all of the land that would be annexed to the City), EPS estimates that the General Fund share of the Public Works cost could be no longer necessary. On the other hand, if no CFD would be implemented going forward, the General Fund share of the Public Works cost could be as high as \$3.6 million under the existing service level scenario or \$11.7 million under the optimal service level scenario. It is worth noting that if CFD is imposed on all new greenfield development, this scenario assumes between \$7.1 million and \$12.0 million in CFD special taxes from greenfield growth, depending on the scenario. This level of taxes makes up about 0.1 percent of greenfield assessed value. From the market perspective, this share of special taxes falls well within a reasonable range to support this level of special taxes given the future value that would be created in the City's greefield areas.

² The analysis assumes that CFD funding is used to cover all key public works functions that vary with growth for a portion of new development that varies by alternative. The calculations do not include and PARCS costs

City of Fresno General Plan Update: Fiscal Impact Analysis of Concept Alternatives

The recent legislative action to eliminate redevelopment in California will also impact the City's General Fund. EPS estimates that the City's General Fund revenue could increase by about \$5.2 million a year before any existing obligations are considered. The impact of redevelopment elimination on new development is less certain as the General Fund impact will depend on location of new growth within the City and a portion of new development within existing redevelopment areas. However, while a share of new growth to be accommodated within the City's existing redevelopment areas is not known, this share is not likely to be significant given a lack of incentives, as described above. As a result, the impact of elimination of redevelopment on new growth is not likely to be significant.

POLICY CONSIDERATIONS OVERVIEW

Land use policies, such as those reflected in the Fresno General Plan Update, have broad implications for the City's fiscal well-being. While this has always been true, it is particularly important in these times of economic stress and transformation in California. In the face of such challenges, the major question is whether future land use planning will continue historical expansionist patterns or whether a more compact urban form, characterized by distinct urban boundaries, infill development, and revitalization of existing urban areas, takes hold.

Specifically, if the General Plan succeeds in improving the City's quality of life by supporting strong public safety and other municipal services, good schools, an efficient transportation system, and improved air quality, and providing diverse and affordable housing and attractive recreational and shopping opportunities, it will attract and retain residents and employers who might otherwise choose other higher amenity locations in the San Joaquin Valley or beyond. An increasing population and employment base can, in turn, create a positive feedback loop by boosting property values and household incomes, improving economic and social conditions. Achieving these quality of life factors will also boost the City's tax base and enable further investment in the type of public services and infrastructure needed to sustain economic growth and quality of life.

The City's economic and fiscal health are also affected by a variety of factors outside of its control, including the national business cycle, state and federal budget decisions, international trade, and performance of key local industries such as agriculture and logistics. Thus a key challenge during recessionary periods is to guard against a negative economic and fiscal spiral triggered by declining tax revenues and further exacerbated by disinvestment in critical public services and infrastructure that in turn reduces the City's quality of life and ultimately the loss of valuable jobs and employed residents.

As part of the General Plan, the City must treat its economic and fiscal performance as fundamental and integrally linked components that over the long run will rise and/or fall together. In other words, the City, through the General Plan Update effort, should approach and evaluate planning alternatives and policies holistically, rather than as distinct or independent items. For an example, an over-emphasis on creating additional capacity for revenue generating land uses, such as "big-box" retail, will not necessarily improve the City's long-term fiscal health if household incomes do not support growth in consumer demand or if new store sales "cannibalize" existing retail areas. Likewise, overly permissive land use or

development standards will not encourage net new growth if over the long-run if they result in an urban landscape that is unappealing, one-dimensional, discontinuous, or is neglectful of existing neighborhoods.

In this context, the General Plan process presents a fresh opportunity to focus on improving Fresno's quality of life and related social and economic improvement; even if immediate budget constraints make the necessary public and private investments and meeting desired municipal service standards difficult in the short-term. In the long-run, Fresno cannot win the economic and fiscal interplay by "competing for the bottom" (being a low-cost provider) or expecting a "silver bullet" to appear. A balanced and integrated approach to planning future land use and investing in municipal service and facilities that improve quality of life for existing and future residents is the best way to ensure Fresno's sustainable growth and economic and fiscal well-being.

Chapter 3: Fiscal Trends and Analytical Framework

This chapter provides an overview of the key economic and budgetary trends facing the City of Fresno as a context for evaluating the key fiscal issues and trade-offs that will need to be considered as part of General Plan Update. It also describes the general methodology and key assumptions utilized in subsequent chapters to provide quantitative projections of the relative fiscal impact of various General Plan alternatives.

ECONOMIC AND BUDGETARY ENVIRONMENT

The recent "Great Recession" has had a significant effect on the fiscal performance of many California municipalities, especially for cities like Fresno particularly hard hit by home foreclosures, unemployment, reduced consumer confidence and credit, and declining property values. These conditions have diminished General Fund revenues from property, sales, business license, development fees and other sources. At the same time, demand for many of the public services funded through the General Fund, such as public safety, facility maintenance, and park and recreation, has remained steady and in some cases increased.

City staff interviewed as part of this effort has noted that, as a relatively low-cost housing market, Fresno often experiences growth in certain population types during recessions as unemployed or under-employed individuals and households relocate from higher priced markets. These population segments often increase demand for public services but typically do not generate a corresponding increase in General Fund revenues. Indeed, as illustrated in **Figure 5**, while City General Fund revenues have declined since a high in 2007, population growth has experienced a steady upward trend through 2010, despite major job losses and growing unemployment (the County's unemployment rate doubled from a low of 8 percent in 2006 to 16 percent by the end of 2010). The City's population has decreased slightly in 2011 by 0.4 percent.

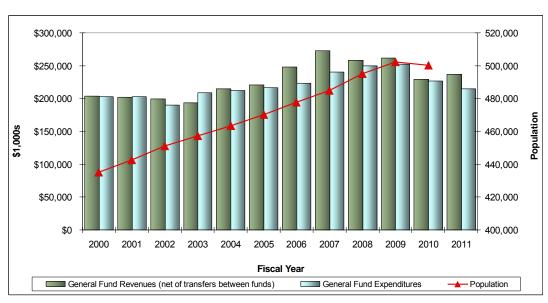


Figure 5. City of Fresno Population and General Fund Revenue and Expenditure Trends (FY2000-FY2011 \$2011)

Sources: City of Fresno Annual Budgets and Department of Finance

In response to recent fiscal pressures, the City of Fresno has undertaken a number of efforts to cut costs, including reduction in services, reorganization of the City's departments, layoffs, and salary caps. For example, City spending dropped a sizeable 15.7 percent between FY2009 and FY2010 and the recently approved FY2012 budget authorizes 900 less positions than the FY2010 budget, a 22 percent reduction. In addition, the City has explored potential revenue enhancement options, such as the creation of a commercial solid waste franchise, although few of these options have been implemented.

Given the requirement that municipalities balance their budgets, General Fund expenditures reflect both local policy and spending priorities as well as available resources. A historic trend of expenditures by department since FY2007 is summarized in **Table 4** and is reflective of the City's recent cost cutting restructuring efforts. While the City's General Fund revenues peaked in FY2007-08, generating a budget surplus, General Fund costs actually peaked a year later in FY2008-09. General Fund Cost has increased significantly (by 26 percent in real terms adjusted for inflation) since FY 2000-01, spurred by population growth and new development. The growth in General Fund expenditures was made possible in part by revenues from new development and housing values that outpaced inflation.

Table 4. Fresno General Fund Appropriated Expenditures by Department (in constant \$2011, in \$1,000s)

| Item | FY2007 | FY2008 | FY2009 | FY2010 | FY2011 | FY2012 |
|-------------------------------------|---------------|---------------|---------------|---------------|---------------|---------------|
| Budget Status | Actual | Actual | Adopted | Adopted | Adopted | Adopted |
| City Council | \$3,175,000 | \$3,045,700 | \$3,111,600 | \$3,422,700 | \$3,006,700 | \$2,760,200 |
| Office of the Mayor | \$1,856,800 | \$2,863,400 | \$2,162,200 | \$1,998,100 | \$2,058,600 | \$1,765,000 |
| City Clerk | \$767,100 | \$715,700 | \$724,500 | \$675,000 | \$635,300 | \$654,300 |
| Police | \$135,747,200 | \$133,764,500 | \$125,909,700 | \$121,127,600 | \$125,833,200 | \$130,272,600 |
| Fire | \$46,599,000 | \$46,213,300 | \$42,907,100 | \$42,021,200 | \$45,090,300 | \$46,129,700 |
| Parks & Recreation | \$22,740,200 | \$23,014,600 | \$19,690,300 | \$17,861,100 | \$15,709,900 | \$10,779,100 |
| Public Works | \$16,576,700 | \$14,822,500 | \$12,025,400 | \$11,315,600 | \$3,219,500 | \$6,763,900 |
| General City Purpose | \$1,258,300 | \$1,712,800 | \$1,285,400 | \$1,290,100 | \$977,900 | \$712,300 |
| Downtown/Comm Revitalization | \$1,530,600 | \$1,502,600 | \$1,560,700 | \$1,445,800 | \$970,100 | \$0 |
| Development and Resource Management | \$1,135,800 | \$688,800 | \$1,014,300 | \$1,537,300 | \$556,400 | \$773,600 |
| Finance | \$14,550,600 | \$14,683,600 | \$16,342,600 | \$21,384,300 | \$14,817,500 | \$14,164,500 |
| Subtotal | \$245,937,300 | \$243,027,500 | \$226,733,800 | \$224,078,800 | \$212,875,400 | \$214,775,200 |

Sources: City of Fresno Annual Budgets

On a cost adjusted basis, the City's General Fund revenues increased by 33 percent between FY2000-01 and FY2007-08, more than double the City's population growth of 12 percent during this time period. While the City's population continued to increase through the recession over the last three years, the General Fund revenues declined by 16 percent, offsetting some of the prior gains. Individual revenue sources experienced various rates of change as shown in **Table 5**.

Table 5. Fresno General Fund Operating Revenues (constant \$2011, in \$1,000s)

| | | | | | Change | |
|------------------------------|---------------|----------------|----------------|---------------|---------------|---------------|
| Item | FY2000 | FY2007 | FY2012 | FY2000-FY2007 | FY2007-FY2012 | FY2000-FY2012 |
| Population | 435,038 | 484,804 | na | 11.4% | na | na |
| Sales Tax | \$63,422 | \$83,404 | \$66,393 | 31.5% | -20.4% | 4.7% |
| MRZ Incentive Credit | \$0 | \$0 | \$0 | na | na | na |
| Prop 172 Sales Tax | \$2,174 | \$2,445 | \$2,216 | 12.5% | -9.4% | 2.0% |
| Property Tax | \$52,036 | \$74,645 | \$69,075 | 43.4% | -7.5% | 32.7% |
| Motor Vehicle In Lieu | \$26,281 | \$37,302 | \$36,473 | 41.9% | -2.2% | 38.8% |
| Business Tax | \$14,742 | \$17,191 | \$16,162 | 16.6% | -6.0% | 9.6% |
| Franchise Tax | \$4,915 | \$6,484 | \$10,022 | 31.9% | 54.6% | 103.9% |
| Hotel Room Tax | \$4,555 | \$11,575 | \$8,845 | 154.1% | -23.6% | 94.2% |
| Real Estate Transfer Tax | \$654 | \$1,915 | \$832 | 192.8% | -56.6% | 27.2% |
| Card Room Receipts | \$839 | \$1,528 | \$1,400 | 82.0% | -8.4% | 66.8% |
| Charges for Current Services | \$6,886 | \$20,693 | \$14,275 | 200.5% | -31.0% | 107.3% |
| Enterprise In-Lieu Fees | \$9,442 | \$344 | \$322 | -96.4% | -6.3% | -96.6% |
| Intergovernmental | \$17,081 | \$11,062 | \$9,352 | -35.2% | -15.5% | -45.2% |
| Bond Sale Proceeds | \$0 | \$829 | \$0 | na | -100.0% | na |
| All Other | <u>(\$49)</u> | <u>\$1,426</u> | <u>\$1,484</u> | <u>na</u> | 4.0% | <u>na</u> |
| Total General Fund Revenue | \$202,977 | \$270,841 | \$236,851 | 33.4% | -15.9% | 12.2% |
| Revenue per Capita | \$467 | \$559 | na | 19.7% | na | na |

Sources: City of Fresno Annual Budgets and Department of Finance

Role of Non-General Fund Budget Categories

Although the EPS analysis is focused on the City's General Fund, it is important to address the interrelationships with other City funds as well as State and Federal budget decisions.

Since the City's General Fund only accounts for about 20 percent of Fresno's total budget, other Funds such as Enterprise, Special Revenues, and Internal Service, provide and maintain public services and facilities that will be critical to the success of the General Plan. However, most of these other funds rely on dedicated revenue sources (e.g., fee for service, special taxes, etc.) and are thus less susceptible to discretionary decisions by City officials. Nevertheless, these other funds are also affected by economic cycles and the recent economic downturn has created shortfalls that have had implications on the General Fund. For example, the General Fund is being used to pay down debt service for the Convention Center and associated parking, where a revenue decrease resulted in a less than adequate level of proceeds to service debt. Reduction in impact fee proceeds is another example where the General Fund is used to cover debt service for capital improvements because of the reduced revenue stream.

Role of State Budget

Fresno's General Fund is significantly affected by the State budget and how lawmakers in Sacramento address their own fiscal crisis. In particular, State lawmakers have targeted cuts in a number of local (city and county) programs and revenues as well as a transfer of traditionally State responsibilities to local bodies (e.g., "realignment"). Major changes to Redevelopment Agencies and the State Prison system are probably the most salient examples, as described further below.

The most recent State budget agreement was premised on relatively optimistic assumptions about the pace of economic recovery and thus State tax receipts. As a result, it includes a number of cost cutting measures if revenues are below the estimated projection. These measures include cuts to public schools, community colleges, libraries and certain social programs.

ANALYTICAL APPROACH AND KEY ASSUMPTIONS

Methodological Overview

As part of the General Plan Update, EPS developed a fiscal impact model designed to test how City policies, service standards, growth patterns, and socio-economic changes affect the City's General Fund costs and revenues over time. While State and Federal funding sources are considered indirectly, the analysis is focused primarily on the City's General Fund expenditure and revenue items that (I) represent a substantive component of the overall budget and (2) are likely to be affected by the General Plan policies and growth trends. Thus, General Fund costs and revenues that are relatively small or are operated on a cost-recovery basis are excluded from the analysis.

As described below, this fiscal impact analysis is being undertaken at a time of significant economic and financial uncertainty. The Great Recession imposed a significant reduction in local government revenues, including those of the City of Fresno, caused by reduced economic activity, real estate sales, and retail sales, among other factors. At the same time the State's fiscal difficulties have led to continuing realignments of State services and local funding. As a result, there have been and continue to be cuts in service levels at all levels of government in order to balance budgets.

This analysis is based on the adopted FY2011-12 budget, the most recent budget adopted by the City and assumed as the existing service level "baseline" for the purpose of projecting General Fund revenues and costs. However, it is recognized that recent budget cuts have, in many cases, reduced City service levels well below historic and/or optimal service levels. While it is expected that economic conditions will improve in coming years, long-term structural outcomes are unclear.

As a starting point, this report documents actual service standards based on the existing level of service either provided by applicable City departments (e.g., number of police offices, park acres, road miles, etc.) or reflected in the most recent budget. Given the City's current fiscal situation, it is recognized that the City's current service provision may not be adequate going forward. As a result, for several key expenditure categories, the EPS analysis also utilizes an alternative "optimal service standard" approach, that reflects a return to a more ideal service level, as articulated by Department staff. While the existing service standards document existing cost relationships, the "optimal service standard" is reflective of potential improvements in staffing or the provision of public facilities that may be warranted as General Fund revenues improve.

EPS has used several approaches to evaluate the General Fund costs and revenues based on the adopted FY2011-12 budget. A description of the primary budget categories, proportion of the total General Fund costs and revenues, and their estimating methodology are illustrated in **Table 6**. The primary forecasting methodologies and factors are described below (**Table 7** provides a more detailed break-down for each general Fund budget category).

- **Service population.** The service population for any given budget item is defined as the universe of individuals that generate impacts and is based on a review of the various population groups—including residents and employees—relative to each of the City's service providers. For each department, the relative impacts of employment and population are compared and used to estimate a total service population. For instance, for general government, an employee is estimated to have a service demand profile equal to about half the service demanded by a typical resident. Other types of City services, such as parks and recreation, are provided to the extent that they are accessed by the population. For these departments, an employee is only likely to access services during non-work hours and therefore has a significantly lower impact than the residential population.
- Case study. A case study approach was used to calculate fiscal impacts for budget items that may not vary directly with service population or for which detailed data is available to make a more precise estimate. For example, the case study approach is used to estimate property and sales tax revenues.
- **Not estimated.** Some budget items were not estimated because certain City revenues and expenditures are either not directly related to growth and development (e.g., City's bond sale proceeds) and/or generated on a cost-recovery basis.

Table 6. Primary General Fund Revenues and Expenditure Summary

| Budget Item | Description | % of GF Total* | Estimating Methodology |
|-------------------------------|---|-------------------|---------------------------|
| GF Costs (1) | | | |
| Police | Community safety through violent crime, gang, drug, and property crime prevention | 60% | case study |
| Fire | Fire prevention and suppression and emergency response | 20% | case study |
| General Government | Includes City Council, Office of the Mayor, City Clerk, and Finance. | 10% | per service pop |
| Parks and Recreation | Park facilities, recreation, community services, after school programs | 5% | case study |
| Public Works | Street maintenance, traffic signals, street lighting, trails, parks, medians and buffers, plan check, permitting, inspections, capital management, traffic planning and operations, right-of-way and administration of development impact fees, and CFD oversight | <u>3%</u> | case study |
| Total | | 98% | |
| GF Tax Revenues | | | |
| Sales Tax | A 1% portion of the sales tax is captured by the City's General Fund. In addition to Bradley-Burns sales tax rate, the City also collects special tax for library, Measure C, and zoo. | 30% | case study |
| Property Tax | Ad valorem tax imposed on real property and tangible personal property. Fresno's General Fund captures a share of this tax ranging by TRA | 30% | case study |
| Motor Vehicle License Fee (2) | Varies by growth in assessed value backfilled by the State | 15% | case study |
| Business Tax | A tax for obtaining a business license for operation in the City | 7% | per employee |
| Charges for Services | Various fees charged by the City to cover its costs for service | <u>6%</u> | per service pop |
| Total | | 88% | |

^{*}Rounded.

Sources: City of Fresno Adopted FY2011-12 Annual Budget

⁽¹⁾ Does not include approximately \$17 million in annual debt service accounted for under intergovernmental transfers.

⁽²⁾ Considered as part of the property tax in the City's CAFR.

Table 7
Fresno General Fund Operating Budget and Estimating Methodology (FY2011-12 Adopted City Budget, in \$1,000s)
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Total | % Variable | | Estimating Methodology | |
|-------------------------------------|------------------|------------|---------|------------------------|--|
| Operating Revenues | | | | | |
| Property Tax | \$69,075 | | | case study | |
| Sales Tax | \$66,393 | | | case study | |
| Motor Vehicle In Lieu | \$36,473 | | | case study | |
| Real Estate Transfer Tax | \$832 | | | case study | |
| Prop 172 Sales Tax | \$2,216 | | | case study | |
| Business Tax | \$16,162 | | \$81.75 | per employee | |
| Franchise Tax | \$10,022 | | | per service population | |
| Hotel Room Tax | \$8,845 | | \$14.77 | per service population | |
| Card Room Receipts | \$1,400 | | \$2.34 | per service population | |
| Charges for Current Services | \$14,275 | | \$23.83 | per service population | |
| Intergovernmental | \$9,352 | 50% | \$7.81 | per service population | |
| Enterprise In-Lieu Fees | \$322 | | | -not estimated | |
| MRZ Incentive Credit | \$0 | | | -not estimated | |
| Bond Sale Proceeds | \$0 | | | -not estimated | |
| All Other | \$1,484 | | | -not estimated | |
| Subtotal | \$236,851 | | | | |
| Operating Expenditures | | | | | |
| City Council | \$2,760 | 20% | \$0.92 | per service population | |
| Office of the Mayor | \$1,765 | 20% | \$0.59 | per service population | |
| City Clerk | \$654 | 20% | \$0.22 | per service population | |
| Police | \$130,273 | | | case study | |
| Fire | \$46,130 | | | case study | |
| Parks & Recreation | \$10,779 | | | case study | |
| Public Works | \$6,764 | | | case study | |
| General City Purpose | \$712 | 25% | \$0.30 | per service population | |
| Development and Resource Management | \$774 | 50% | \$0.65 | per service population | |
| Finance | \$14,16 <u>5</u> | 20% | \$4.73 | per service population | |
| Subtotal | \$214,775 | | | • • • | |

Sources: City of Fresno, and Economic & Planning Systems, Inc.

Economic & Planning Systems, Inc. 3/15/2012 20132model9.xls

This analysis also evaluates how fiscal impacts differ by land use type and location of growth by comparison of infill development within existing development envelope with greenfield growth in undeveloped locations, such as along the urban edge and outside of the City's existing limits. Downtown is identified as a subset of the infill location and is evaluated separately as part of the special interest area as identified by the City staff.

It is important to distinguish between land uses consistent with the General Plan land use designations. This analysis is based on various real estate prototypes as specified in the General Plan update effort. They include:

- Single-family residential
- Townhomes
- Multifamily residential
- Retail
- Office,
- Industrial

It is understood that some new growth will combine these uses in a mixed-use development format (i.e. residential multifamily over ground story retail).

Key Demographic and Market Assumptions

As described above, population and employment are key factors that are assumed to drive changes in the City's General Fund costs and revenues. Currently, Fresno is the 5th largest city in California with a population of 500,000 and a regional employment hub with nearly 200,000 jobs, as shown in **Table 8**. Fresno has over 172,000 housing units with an average household size of 3.07. Fresno has a service population of 599,000.

While this report does not provide a market study, it is based on a number of market assumptions that are critical to the results of the analysis. These assumptions and their sources are summarized in **Table 9** and described below:

- Residential unit value assumptions range from \$115,000 per unit for multifamily to \$170,000 per unit for single-family uses. Housing prices are ultimately uncertain and will vary over the course of the General Plan buildout. Property values may also vary by geography within the City, reflecting locational preferences and desirability, but analysis does not incorporate this level of specificity. However, the analysis does assume for sale products generate a 10 to 15 percent premium relative to rental uses.
- This analysis does not evaluate any residential assessed value reductions associated with the affordable housing component. The impact of affordable housing is not assumed to be significant going forward given the recent reduction in grant funding and elimination of redevelopment.
- This analysis assumes that 75 percent of single-family, 50 percent of townhomes, and 10 percent of multifamily units will be for-sale with the remainder as rentals.

Table 8
Fresno Citywide Assumptions, 2010-2011
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Total | Sources |
|---|--|---|
| Housing Units and Households Housing Units Owner-Occupied Units Rentals | 172,171 49.5% 50.5% | DOF 2011 Census 2010 |
| Occupied Households | 159,165 | Census 2010 (1) DOF 2011 |
| Persons/Household | 3.14 | DOF 2011 |
| Population and Employment Population Employed in Fresno Employed Elsewhere Unemployed Other (2) | 66,981 | DOF 2011 LED_LEHD data 2005-2009 LED_LEHD data 2005-2009 ACS 2005-2009 DOF 2011/LED_LEHD data 2005-2009 |
| Employment by Residents by non-Residents Service Population (3) | 197,700 99,597 98,103 598,971 | Fresno CAFR 2010 LED_LEHD data 2005-2009 LED_LEHD data 2005-2009 DOF 2011/LED_LEHD/City of Fresno |

⁽¹⁾ Ownership and rental distribution is based on the existing distribution rate in Fresno between 2006 and 2010 per 2010 Census.

Sources: Department of Finance; American Community Survey; Census 2010; LED_LEHD; and Economic & Planning Systems, Inc.

⁽²⁾ Reflects military employment, unemployed, and those not in labor force.

⁽³⁾ Calculated by adding total residential population and half of employment.

Table 9
Market Assumptions
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Vacancy Rate | Average HH Size | Emp Density | For-Sale Values (per unit or per sq.ft.)* | | Rental Values (per unit or per sq.ft.)* | | Average Values (per unit or per sq.ft.)* | |
|---------------|--------------|--------------------|-------------|---|------------|--|------------|--|------------|
| | | | | Infill | Greenfield | Infill | Greenfield | '. Infill | Greenfield |
| Residential | | | | | | | | | |
| Single Family | 6% | 3.07 | na | \$170,000 | \$170,000 | \$150,000 | \$150,000 | \$165,000 | \$165,000 |
| Townhome | 6% | 3.07 | na | \$150,000 | \$150,000 | \$130,000 | \$130,000 | \$140,000 | \$140,000 |
| Multifamily | 6% | 3.07 | na | \$115,000 | \$115,000 | \$100,000 | \$100,000 | \$101,500 | \$101,500 |
| Commercial | | | | | | | | | |
| Retail | 8% | na | 400 | na | na | \$200 | \$200 | \$200 | \$200 |
| Office | 8% | na | 350 | na | na | \$240 | \$240 | \$240 | \$240 |
| Industrial | 6% | na | 700 | na | na | \$50 | \$50 | \$50 | \$50 |

^{*}Note: property values in infill and greenfield locations are assumed to be comparable while prices in for-sale units are assumed 10 to 15 percent higher than in rentals. Home values are based on the sale comparables data provided by DQ News and reflect long-term normalized prices.

Sources: DQ News, RAND org, Dyett & Bhatia, and Economic & Planning Systems, Inc.

EPS assumes commercial building values range from \$50 to \$240 per square foot. These estimates are based on the rent capitalization approach summarized in **Table 10**.

- This analysis assumes vacancy rates of 6 percent for residential and between 6 and 8 percent for commercial uses³. These vacancy rates are typical for Fresno.
- This analysis evaluated development of the General Plan alternatives at buildout. This analysis does not make any assumptions about the timing or absorption of these uses over time.
- Residential for-sale turnover rates are assumed to be 7.8 percent per annum based on the historic trend for single-family unit turnover in Fresno between 2002 and 2009. Residential rental and commercial use turnover is assumed at 3 percent per annum as investment product typically turns over less frequently. This assumption is based on prior EPS experience.

Other Key Assumptions

- This analysis makes assumptions about a share of the growth to occur outside of existing City limits that would require annexation. The allocation varies by alternative and is provided by Dyett & Bhatia. As shown in Table D-I, between 29 percent and 60 percent of new development is assumed to take place on annexed land, depending on land use.
- This analysis is based on a share of new growth assumed to be located within special assessment districts, as shown in Table D-I. A share of new development within special district varies by alternative and is established by Dyett & Bhatia (based on development of greenfield parcels larger than 25 acres to be in assessment districts and all of new development to be annexed would be in assessment districts). These assumptions result in between 3 percent and 19 percent of new development estimated to be subject to a CFD district special tax, depending on land use category. This analysis assumes CFD funding could be used for all key Public Works functions but would not be available to fund Parks, After School, Recreation and Community Services (PARCS) operating costs.
- This analysis is based on an average household size of 3.07 across all residential densities. This assumption is based on the existing household size average in Fresno.
- This report is conducted in constant 2011 dollars.

³ Given a historically higher vacancy rate in rental product relative to for-sale uses, residential vacancy implies a higher vacancy in rentals and a lower vacancy in for-sale units, averaging 6%.

Table 10 Commercial Capitalized Value Assumptions (per sq.ft.)* Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Retail | Office | Industrial |
|---|-----------------------|----------------------|----------------------|
| Average Rent Rent Type Monthly Rent (1) Annual Rent | NNN \$1.50 \$18 | FS \$2.34 \$28 | NNN \$0.36 \$4 |
| Vacancy Operating Expenses | 8% 3% | 8% 30% | 6% 3% |
| Net Annual Rent | \$16 | \$18 | \$4 |
| Cap Rate (2) | 8.0% | 7.5% | 8.0% |
| Capitalized Value (rounded) | \$200 | \$240 | \$50 |

^{*}Note: property values in infill and greenfield locations are assumed to be comparable.

Sources: Grubb & Ellis, IRR-Viewpoint 2011, and Economic & Planning Systems, Inc.

Table D-1
Development Program
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative D

| | In | Infill | | Greenfield Total | | Allocation Assumptions | | |
|---------------------|--------------|--------------|-------------------|-------------------|---------------------|------------------------|----------|--|
| Item | Downtown | Other Infill | | | Assessment District | Outside City Limits | % Rental | |
| Residential (units) | | | | | | | | |
| Single Family | 0 | 4,002 | 28,810 | 32,812 | 10% | 59% | 25% | |
| Townhome | 2,170 | 3,253 | 10,183 | 15,607 | 5% | 60% | 50% | |
| Multifamily | <u>8,681</u> | <u>7,784</u> | <u>14,783</u> | 31,248 | 5% | 41% | 90% | |
| Subtotal | 10,851 | 15,040 | 53,777 | 79,668 | | | | |
| Commercial (sq.ft.) | | | | | | | | |
| Retail | 2,600,000 | 11,453,077 | 6,432,373 | 20,485,450 | 19% | 29% | na | |
| Office | 5,400,000 | 7,518,568 | 6,953,130 | 19,871,698 | 3% | 37% | na | |
| Industrial | 3,100,000 | 10,233,113 | <u>11,386,313</u> | <u>24,719,425</u> | 9% | 43% | na | |
| Subtotal | 11,100,000 | 29,204,757 | 24,771,815 | 65,076,572 | | | | |

Sources: Dyett & Bhatia, and Economic & Planning Systems, Inc.

Chapter 4: General Fund Revenues

This chapter provides a detailed description of the key General Fund revenues projected in this analysis. Major General Fund revenue sources are based on the case study approach with other revenues based on an average revenue approach, including per-employee and per-service population methods.

PROPERTY TAX

Background

Property tax revenues represent the largest single revenue source in the City's General Fund. The City has experienced a significant increase in assessed value over the last decade, primarily as a result of the national housing boom that was particularly strong in San Joaquin Valley. Despite the State redirecting some property tax revenue to cover unmet financial obligations to schools between Fiscal Year 2000-01 and Fiscal Year 2008-09, the City experienced an inflation-adjusted 30 percent increase in property tax revenues. Property tax has grown at an average rate of 5.4 percent a year (above inflation) over the nine years before FY2009. Property taxes have decreased since because of the county assessor reductions in the assessed valuations from the property value drop. These reductions resulted in a decrease of property tax revenue of nearly 20 percent by FY2011. Future property tax revenue will be directly linked to performance of the real estate market and associated home values.

Methodology for Projecting General Fund Revenues

Property tax revenue to the General Fund will be based on the increase in assessed value and the City's share of the I percent tax. For the purpose of this analysis, EPS established a set of property values for each land uses considered, as shown in **Table D-I**. As shown in **Table D-2**, new development yields \$20.9 billion in new assessed value to the City. Although property values may vary by geography within the City, reflecting locational preferences and desirability, this analysis does not incorporate this level of specificity.

Typically, the share of assessed value captured by the General Fund ranges by tax rate area (TRA). This analysis utilizes a blended average approach that reflects the City's average property tax capture within an existing boundary. However, a portion of new growth will occur outside of the City and will be annexed from unincorporated County. For the property tax generated from annexation, the analysis applies the existing property tax sharing agreement between the City and Fresno County⁵ to new assessed value growth. This approach yields an estimated post-ERAF General Fund capture rate of 22.1 percent

⁵ Based on the memorandum of understanding #03-001, set to expire in 2017. This analysis assumes that the tax allocation terms will not change going forward.

Table D-2
Development Program Detail
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative D

| Item | Occupied Uses | New Population | New Employment | Service Pop (1) | Assessed Values (2) | | | |
|---------------|---------------|----------------|----------------|-----------------|---------------------|-----------------|------------------|------------------|
| | | | | _ | Downtown | Other Infill | Greenfield | Total |
| Residential | | | | | | | | |
| Single Family | 30,844 | 94,690 | na | 94,690 | \$0 | \$660,350,483 | \$4,753,707,134 | \$5,414,057,617 |
| Townhome | 14,671 | 45,039 | na | 45,039 | \$303,828,000 | \$455,488,565 | \$1,425,685,415 | \$2,185,001,980 |
| Multifamily | 29,373 | 90,176 | <u>na</u> | 90,176 | \$881,101,200 | \$790,113,802 | \$1,500,473,728 | \$3,171,688,730 |
| Subtotal | 74,888 | 229,905 | 0 | 229,905 | \$1,184,929,200 | \$1,905,952,849 | \$7,679,866,278 | \$10,770,748,327 |
| Commercial | | | | | | | | |
| Retail | 722,590 | na | 47,117 | 23,559 | \$520,000,000 | \$2,290,615,394 | \$1,286,474,509 | \$4,097,089,903 |
| Office | 988,250 | na | 52,234 | 26,117 | \$1,296,000,000 | \$1,804,456,211 | \$1,668,751,198 | \$4,769,207,409 |
| Industrial | 869,179 | <u>na</u> | 33,195 | 16,598 | \$155,000,000 | \$511,655,633 | \$569,315,633 | \$1,235,971,266 |
| Subtotal | 2,580,019 | na | 132,546 | 66,273 | \$1,971,000,000 | \$4,606,727,238 | \$3,524,541,340 | \$10,102,268,578 |
| Total | 2,654,907 | 229,905 | 132,546 | 296,178 | \$3,155,929,200 | \$6,512,680,087 | \$11,204,407,617 | \$20,873,016,905 |

⁽¹⁾ Calculated by adding residential population and half of non-resident employment.

Sources: Dyett & Bhatia, and Economic & Planning Systems, Inc.

⁽²⁾ Based on the historic distribution of ownership versus rental product going forward; this analysis does not consider any assessed value roll exemptions associated with affordable housing given the recent reduction in grant funding and elimination of redevelopment.

within the City and 15.2 percent for annexed property, as shown in **Table D-3**. These rates yield a net property tax revenue increase of \$33.4 to the City's General Fund under Alternative D buildout, as shown in **Table D-4**. Property tax estimates vary depending on the General Plan alternative.

Redevelopment

Redevelopment has historically played an important role in a fiscal analysis since property tax increment from these areas did not accrue to the General Fund. However, the property tax estimates do not reflect any redevelopment tax increment, pass-throughs, or enforceable obligations going forward. This is because the use of Redevelopment in its historic form as a local government financing was eliminated as of February 2012. Although tax increment revenue will still be diverted from the General Fund to pay "Enforceable Obligations" this is expected to have minimal impact on property tax revenue generated by new development, the focus of this analysis.

SALES TAX

Background

Sales tax revenues represent the second largest revenue source in the City's General Fund. In addition to the I percent sales tax captured by the General Fund, three other county-levied taxes fund local services:

- 1. Public library (0.125 percent of gross sales)
- 2. Measure C FCTA (0.5 percent of gross sales)
- 3. Zoo FCZA (0.1 percent of gross sales)

In FY2010, General Fund sales tax revenues accounted for more than 26 percent of the City's General Fund revenues. At \$60 million, the budget for sales tax revenues represents an inflation adjusted decrease in sales tax revenues since FY2000. Specifically, between FY2000 and FY2007 the City's sales tax rose by about 30 percent and decreased by approximately 30 percent over the next four years, wiping out the gains during the first part of the decade.

Comparatively, the City's population increased by 17 percent over the same ten-year period. The increase in the per-capita generation of sales tax revenues during the early part of the decade reflects the overall retail base growth as well as the City's increase in capture rate and/or the income levels during the economic expansion. However, per-capita sales tax revenue has decreased after FY2007, reflecting a decrease in purchasing power of City residents associated with decreased retail spending and rising unemployment. This phenomena is consistent with the City's role as a relatively low cost housing market that has experienced growth in certain types of population during recessions, as described earlier.

Table D-3
Fresno General Fund Property Tax Share Estimate*
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative D

| Item | FY2010-2011 | FY2011-2012 | Source |
|-------------------------------------|------------------|------------------|-----------------------------------|
| Citywide Assessed Value | | | |
| Gross | \$28,034,081,476 | \$27,327,298,568 | County Auditor Tax Rate Book |
| Net (1) | \$27,646,156,415 | \$26,946,100,044 | County Auditor Tax Rate Book |
| Gross Redevelopment Area Value | \$3,576,281,233 | \$3,603,721,187 | County Auditor Tax Rate Book |
| Property Tax | \$276,461,564 | \$269,461,000 | 1% of Net Citywide AV |
| General Fund Property Tax Share (2) | | | |
| Total (3) | \$54,882,284 | \$53,492,554 | County Auditor Schedule of Levies |
| With No RDA (4) | \$60,125,515 | \$60,586,844 | County Auditor Schedule of Levies |
| Citywide General Fund Capture | | | |
| Average | 19.9% | 19.9% | EPS estimate |
| Net of RDA (5) | 21.7% | 22.5% | EPS estimate |

^{*}Note: this analysis does not reflect the change in assessed value over time. This change is likely to fluctuate and will vary among different geographic areas within the City based on a range of factors.

Sources: Fresno County Auditor's Office; and Economic & Planning Systems, Inc.

⁽¹⁾ Reflects exemptions not subject to property tax (e.g. home owner exemptions).

⁽²⁾ Net of Triple Flip/Reverse ERAF.

⁽³⁾ With RDA funds; FY2011-12 estimates are based on the annual change in the citywide assessed value growth between FY2010-11 and FY2011-12.

⁽⁴⁾ Net of the tax increment shifted from the City's General Fund to the RDA (above the frozen base) net of the City's General Fund share of pass throughs; FY2011-12 estimates are based on the annual growth in the property value in redevelopment areas between FY2010-11 and FY2011-12.

⁽⁵⁾ RDA staff indicates that the General Fund impact could be less than what is estimated in this analysis based on enforceable obligations. This assumption is subject to further review and input from RDA and City staff.

Table D-4
Property Tax Estimates*
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Factor | Existing City Limits | Outside City Limits (1) | Total |
|-------------------------------------|--------|-----------------------------|-------------------------|------------------|
| Property Tax New Assessed Value | | \$11,603,561,948 | \$9,269,454,956 | \$20,873,016,905 |
| Property Tax | 1.0% | \$116,035,619 | \$92,694,550 | \$208,730,169 |
| Fresno's General Fund Share (2) | | 22.1% | 15.2% | |
| Total Fresno General Fund Share (3) | | \$25,662,840 | \$7,749,264 | \$33,412,105 |

^{*}Note: this analysis does not account for displaced assessed value from new development, which are likely minimal.

Sources: County Assessor's Office, and Economic & Planning Systems, Inc.

⁽¹⁾ Growth outside the City limits is assumed to be annexed to the City with property tax subject to the existing tax allocation agreement with the County.

⁽²⁾ Post ERAF; based on the average between FY2010-11 and FY2011-12. The estimate is below the pre-ERAF share estimated at 27.8% based on the TRA breakdowns provided by the County Assessor's office. This factor does not vary by infill or greenfield location as geography-specific information about the General Fund capture within the City is not available. The share outside city limits is based on the tax allocation agreement with Fresno County, #03-001. The County's post-ERAF share of property tax in unincorporated areas around Fresno is estimated to ranges between 35% and 45%.

Methodology for Projecting General Fund Revenues

EPS forecasted the sales tax to the City's General Fund based on demand from population and employment growth. This is a conservative approach as the analysis does not attribute a net fiscal benefit from additional retail development to ensure that the City's General Plan fiscal planning is based on internal growth dynamics rather than an assumption that "supply creates demand".

For residential uses, new demand is based on household income with a certain portion of income spent on taxable sales. For all other uses, EPS forecasted sales based on average taxable expenditure per non-resident employee. The City retains 1.0 percent of taxable sales within its boundary but is estimated to capture a smaller share from areas to be annexed. This is because similar to property tax, the City has a sales tax allocation agreement with the County for areas of new annexation. As such, a portion of new sales will occur in areas that would likely be annexed from unincorporated County, estimated based on a share of overall retail square footage for the purpose of this analysis. While the agreement specifies a variable rate of sales tax allocation subject to the overall retail sales growth citywide, this analysis assumes that Fresno General Fund will receive 0.95 percent of sales in the annexed areas⁶.

These calculations yields a total sales tax revenue increase of \$7.8 million to the City's General Fund under Alternative D buildout, as summarized in **Tables D-5.** Retail tax proceeds will vary by development alternative.

MOTOR VEHICLE IN-LIEU

Background

Motor Vehicle In-Lieu or Vehicle License Fee (VLF) is a tax imposed by the State on the ownership of a registered vehicle in place of taxing vehicles as personal property. Changes in the State budget converted a significant portion of VLF subventions, previously distributed by the State based on a per-capita formula, into property tax distributions. These distributions increase over time based on assessed value. However, proceeds from VLF still make up the third largest revenue source in Fresno. Over the next two years, this revenue source is not projected to change significantly from the FY2011 estimate of nearly \$36 million. Over the long term, its performance will likely be tied to a combination of population growth and economic recovery.

Methodology for Projecting General Fund Revenues

This analysis forecasts Motor Vehicle In-Lieu proceeds based on an assessed value increase relative to the existing base. As shown in **Table D-6**, Motor Vehicle In-Lieu proceeds are estimated at \$27.9 million based on the citywide assessed value growth of 76 percent. Future revenues will vary by development alternative.

⁶ Based on the memorandum of understanding #03-001, set to expire in 2017. This analysis assumes that the tax allocation terms will not change going forward.

Alternative D

Table D-5
Sales Tax Estimates
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assumptions | Total |
|---|--|---|
| SALES TAX GENERATED BY NEW RESIDENTS Average Median Income (1) HH Retail Expenditure (2) | 29.7% | \$43,124 \$12,806 |
| New Occupied Households Total Retail Expenditure | | 74,888 \$959,001,437 |
| Taxable Expenditures Captured in Fresno Inside Existing City Limits In Areas to be Annexed (3) | 80% of retail expenditures 71% 29% | \$767,201,150 \$545,153,014 \$222,048,136 |
| Sales Tax from New Residents Inside Existing City Limits In Areas to be Annexed (4) | 1.0% of taxable sales 0.95% | \$5,451,530 <u>\$1,498,925</u> |
| Total Sales Tax From New Residents | | \$6,950,455 |
| SALES TAX GENERATED BY NEW EMPLOYEES New Employment Non-Resident Employment (5) Daily Taxable Employee Spending in Fresno (6) Annual Taxable Spending by Employees (7) | \$10 per employee | 132,546 65,772 \$657,725 \$164,431,168 |
| Net New Taxable Sales (8) | 50% of total taxable sales | \$81,594,643 |
| Sales Tax from New Employees | 1.0% of taxable sales | \$815,946 |
| Total GF Sales Tax Increase | | \$7,766,402 |

- (1) Based on the existing citywide income; from the Census data for the period between 2006 and 2010.
- (2) Based on the 2010 Bureau of Labor Statistics average taxable expenditure for households in the Western United States.
- (3) Based on existing distribution of retail space between incorporated and unincorporated areas.
- (4) Based on the tax allocation agreement with Fresno County, #03-001. The actual General Fund capture will vary based on the timing of sales and the City's overall retail sales tax growth.
- (5) Based on the existing citywide allocation between resident and non-resident employees.
- (6) EPS assumption.
- (7) Reflects 250 work days out of a year
- (8) Excludes employees that are Fresno residents to avoid double-counting; based on the 5-year average LED_LEHD data for primary employment and population in Fresno.

Sources: Bureau of Labor Statistics; LED_LEHD; and Economic & Planning Systems, Inc.

Table D-6

Motor Vehicle in Lieu of VLF Estimates*

Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Total |
|---|----------------------------------|
| Existing Motor Vehicle in Lieu City of Fresno Citywide Value | \$36,473,000 \$27,327,298,568 |
| Assessed Value of New Growth New Growth as a Share of Existing Base | \$20,873,016,905 76.4% |
| Net Increase in Motor Vehicle in Lieu | \$27,858,646 |

^{*}Note: this analysis does not account for displaced assessed value from new development, which are likely minimal.

Sources: County Assessor's Office, and Economic & Planning Systems, Inc.

PROPERTY TRANSFER TAX

Property transfer tax is collected by the City when the ownership of residential and commercial property changes. The City's General Fund receives \$0.55 of every \$1,000 in value sold. This analysis assumes that for-sale residential uses change ownership more frequently than residential rental and commercial uses. This approach results in the property transfer tax estimate of nearly \$500,000 a year, as shown in **Table D-7**. Property transfer tax proceeds will range by development alternative.

PROPOSITION 172 SALES TAX PROCEEDS

Proposition 172, passed in 1993, established a one-half cent sales tax with proceeds used to fund eligible public safety expenditures, such as police and fire. State's allocation of Prop. 172 proceeds varies based on each City's and County's relative growth in sales tax. For the purpose of this analysis, Fresno's General Fund is assumed to receive a share of new Prop. 172 proceeds based on the increase of taxable sales over the existing base. The sales increase driven by new growth is estimated at 12 percent. As a result, the increase in Prop. 172 proceeds is estimated at \$260,000, as shown in **Table D-8**.

OTHER REVENUES

While not as significant in total dollars, other revenues, such as Real Estate Transfer Tax, Franchise Tax, Hotel Room Tax, Card Room Receipts, and Charges for Current Services, have also increased faster than inflation over the last ten years. However, Business License tax revenue in Fresno has decreased over the last ten years. This decrease is likely the result of either a change in market conditions (i.e., fewer businesses), a change in the City's tax rate, or a combination of both factors. The EPS fiscal analysis projects these revenues based on a per-employee and per-service population approaches, as shown in **Table 7**. Intergovernmental proceeds are estimated based on a per service population approach, with 50 percent of revenues assumed variable. This assumption reflects the complex allocation of many Federal and State government funds to local jurisdictions with allocation approaches ranging widely by funding source. Respective proceeds associated with these revenues are summarized in **Table D-9**.

As shown, new development is estimated to increase General Fund revenues by approximately \$100 million a year with property taxes and motor vehicle in lieu fees as the largest revenue drivers. Given the dependence of these revenue sources on future assessed values, policy choices associated with maximizing the City's value will be important for fiscal sustainability going forward. Other key revenues will include business taxes, sales taxes, and charges for services.

Table D-7 Alternative D

Real Estate Transfer Tax*

Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assumption | Total |
|---|--------------------------|------------------|
| Residential For-Sale | | |
| New For-Sale Value | | \$5,713,480,647 |
| Average Residential Turnover (1) | 7.8% a year | \$445,648,801 |
| Transfer Tax From Residential For-Sale Uses | \$0.55 per \$1,000 value | \$245,107 |
| Other Uses | | |
| Residential Rental Value | | \$5,057,267,680 |
| Non-Residential Value | | \$10,102,268,578 |
| Subtotal | | \$15,159,536,258 |
| Average Commercial Turnover (2) | 3.0% a year | \$454,786,088 |
| Transfer Tax From Commercial Uses | \$0.55 per \$1,000 value | \$250,132 |
| Total Real Estate Transfer Tax | | \$495,239 |

^{*}Reflects long-term average in property turnover likely to occur in lumps.

Sources: Rand California, Department of Finance, and Economic & Planning Systems, Inc.

⁽¹⁾ Based on the historic trend for single-family unit turnover in Fresno between 2002 and 2009.

⁽²⁾ Based on typical turnover trends for investment property; while Fresno-specific data is not available, residential rental and commercial uses typically turn over less frequently than residential for-sale uses.

Table D-8 Alternative D

Proposition 172 Proceeds Estimates*

Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Total |
|---|--------------------|
| Existing Sales Tax to the City Estimated Increase from New Growth | \$66,393,000 |
| Total % Increase | \$7,766,402 12% |
| Existing Prop 172 Proceeds | \$2,216,000 |
| Increase in Prop 172 Proceeds | \$259,219 |

^{*}Note: allocation of prop 172 depends on a more complex sales tax allocation methodology applied by the State based on relative growth in sales tax. This analysis utilizes a simplified approach as a proxy for potential prop 172 proceeds. The actual amount will vary on sales tax growth in other jurisdictions.

Sources: City of Fresno; and Economic & Planning Systems, Inc.

Alternative D

Table D-9
Operating Revenues Summary
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Existing Service Level Total | Optimal Service Level Total |
|------------------------------|-------------------------------------|-----------------------------|
| Sales Tax | \$7,766,402 | \$7,766,402 |
| Prop 172 Sales Tax | \$259,219 | \$259,219 |
| Property Tax | \$33,412,105 | \$33,412,105 |
| Motor Vehicle In Lieu | \$27,858,646 | \$27,858,646 |
| Business Tax | \$10,835,652 | \$10,835,652 |
| Franchise Tax | \$4,955,659 | \$4,955,659 |
| Hotel Room Tax | \$4,373,658 | \$4,373,658 |
| Real Estate Transfer Tax | \$495,239 | \$495,239 |
| Card Room Receipts | \$692,269 | \$692,269 |
| Charges for Current Services | \$7,058,674 | \$7,058,674 |
| Intergovernmental | \$2,312,179 | \$2,312,179 |
| Total Revenues | \$100,019,703 | \$100,019,703 |

Sources: City of Fresno; and Economic & Planning Systems, Inc.

Chapter 5: General Fund Costs

This section highlights the key trends, methodology, and estimates associated with the General Fund costs categories considered for this analysis. This analysis is based on a range of cost estimating approaches. Project-specific "case study" estimates are applied to Public Works, PARCS, Fire, and Police Departments, while a "per-service population" approach is used for other citywide services. Actual costs will vary by department, and will depend on future service demands, fiscal and economic conditions, and policy decisions to be made by the City Council related to staffing and service levels.

As described above, the current costs are based on abnormal fiscal circumstances that may not be reflective of long-term services provided by the City. As a result, key costs are evaluated under two separate scenarios: (I) cost reflective of existing service levels and (2) cost associated with providing optimal service levels. Cost estimates utilized in this analysis are not designed for budgeting purposes. These estimates are comparative in order to understand the relative magnitude of the General Fund implications of various General Plan land use alternatives. Discussion of the key methodological issues for each major department is provided below.

POLICE

Service and Budget Background

Police Department expenditures account for approximately 55 to 60 percent of all City General Fund expenditures. The department's General Fund funding share has been shrinking since FY2007 and is projected to stabilize at \$130 million by FY2012, a level roughly comparable to FY2008-2009. The Department has managed to prevent significant reduction in its level of service through innovative funding alternatives, such as seizure auctions and federal grants. However, as many of these funding sources become more difficult to obtain going forward, the Department's ability to maintain an existing level of service is uncertain. This trend also puts more emphasis on the General Fund share of the Department's overall funding. Although Police services are funded through a number of sources, including the General Fund, federal and state grants, drug seizures, and citation revenue, about 90 percent of the police budget is currently funded by the General Fund.

Fresno Police Department consists of administrative services, patrol, support, investigative services, and professional standards divisions. Police services are currently provided through four stations in the City with 767 sworn personnel through 4 primary quadrants and 33 beats. The City's police force has been decreased by about 100 sworn officers since FY2009 through attrition, although the overall Department staffing has reduced by nearly 300 during this time period. The City's current service standard is approximately 1.28 sworn officers per 1,000 service population. The majority of this reduction came from the elimination of non-sworn staff positions to cut costs, accomplished through layoffs and attrition. For example, non-sworn officers have been predominantly utilized to respond to lower priority calls with the City recently losing this capacity and shifting its focus to higher priority crimes. Total crime rate has increased in Fresno over the last two years following

the staff reduction; however, the crime rate is significantly below that from the early part of the decade.

Methodology for Projecting General Fund Cost

This analysis utilizes the cost structure and assumptions outlined in the Police Department's "2025 Public Safety Needs Assessment" prepared by the Police Department in June 2003, updated to current dollars based on the CPI. Specifically, it utilizes service standards and cost per unit assumptions for the Department's major expenditure categories that are likely to be affected by growth, as described below.

- **Sworn Officers:** The existing service level is calculated at 1.28 sworn officers per 1,000 service population. The optimal level corresponds to the 2.0 officers / 1,000 standard articulated in the Needs Assessment document, adjusted to account for employment (ratio per population versus service population). Average cost per officer is assumed at approximately \$118,000, based on Department estimates.
- **Non-sworn Personnel:** The existing service level is calculated at 0.33 per 1,000 service population. The optimal level corresponds to the 0.83 / 1,000 population standard articulated in the Needs Assessment document, also adjusted to account for employment. This category assumes an average cost of \$50,000 per officer⁷.
- **Vehicles, equipment, and O&M costs:** The cost estimates and ratios (i.e. officers per vehicle) are based on the Needs Assessment document, adjusted for inflation.
- **Substations:** This analysis assumes that under an optimal standard the Department would have one additional Police substation (i.e. five instead of four).⁸ The number of new stations required as the City grows is calculated based on on new square miles added to the City (the General Plan scenarios assume about 25 to 35 percent increase in square miles depending on alternative).

As shown in **Table D-10**, these assumptions generate existing service level cost of \$50.3 million. Under the optimal service level, the cost increases to \$70.2 million at buildout, an increase of roughly 40 percent above the existing service level. These cost estimates range by development alternative. Assuming the optimal service standard is applied to existing police services, the General Fund cost would increase by \$42.4 million.

⁷ The City has historically utilized non-sworn officers to address lower priority crimes. The existing non-sworn officer staffing is substantially below the historic norm.

⁸ The Departments' fifth (5th) substation, the Central District Police Station, was closed in January, 2011 as a result of budget cuts.

Table D-10 Alternative D
General Plan Cost Estimate for Fresno General Plan Fiscal Analysis; EPS #20132

| Item | Existing Service Le | evel | Optimal Service Level | | |
|--|--|---|---|---|--|
| | Assumption or factor / Unit | Amount | Assumption or factor / Unit | Amount | |
| Police Department Cost E | stimating Factors | | | | |
| Sworn Officers Service Level Avg. Annual Cost ² | 1.28 / 1,000 Service Pop. \$118,087 / Sworn Officer | 766.75 \$90,543,207 | 1.69 / 1,000 Service Pop. ¹ Same as Existing | 1,011 \$119,440,470 | |
| Non-Sworn Personnel | | | - | | |
| Service Level | 0.33 / 1,000 Service Pop. | 200 | 0.70 / 1,000 Service Pop.1 | 420 | |
| Avg. Annual Cost ² | \$50,000 / FTE | \$10,000,000 | Same as Existing | \$20,987,829 | |
| Vehicles & Equipment Cost / Year ³ | \$5,600 / Sworn Officer | \$4,293,800 | Same as Existing | \$5,664,185 | |
| Vehicle O&M Cost ⁴ | \$44.53 / Sworn / City Sq. Mile | \$3,550,850 | | \$4,684,119 | |
| Substations ⁵ # of Stations O&M cost Variable Cost Subtotal | 26 Sq. Miles / Station \$35,000 / substation | 4 <u>\$120,000</u> \$108,507,857 | 21 Sq. Miles / Station Same as Existing | 5 <u>\$120,000</u> \$150,896,603 | |
| Police Budget (Adopted FY Total General Fund General Fund as a Share Estimated Variable Costs as % of Total as % of General Fund | | \$143,983,700 \$130,272,600 90% 75% 83% | | \$186,372,446 \$172,661,346 93% 81% 87% | |
| General Plan Build-out Pro Increase Service Population Increased City Sq. Miles | | 296,178 32.68 | | | |
| Increased Personnel Cost: Sworn Non-Sworn | s 379.1 New FTEs 98.9 New FTEs | \$44,771,627 \$4,944,780 | 500.1 New FTEs 207.6 New FTEs | \$59,060,688 \$10,378,020 | |
| Increased Vehicle & Equip | ment Costs | \$2,123,190 | | \$2,800,815 | |
| Increased Vehicle O&M Co | osts | \$551,647 | | \$727,708 | |
| Increased Substation O&M Costs | 1.0 New Station(s) | <u>\$35,000</u> | 2.0 New Station(s) | <u>\$70,000</u> | |
| Net Increase in General Fu | und Cost | \$50,303,054 | | \$70,236,417 | |
| Additional Cost of Providing Optimal Service to Existing Residents | | \$0 | | \$42,388,746 | |

⁽¹⁾ Based on a service standard of 2.00 sworn officers and .83 non-sworn personnel per 1,000 residents, as articulated in the '2025 Public Safety Needs Assessment', prepared by the Police Department in June, 2003. Standards have been translated to service population to account for the impact of employment.

Sources: Fresno PD and Economic & Planning Systems, Inc.

⁽²⁾ Estimate provided by the Department staff, include benefits and taxes.

⁽³⁾ Based on cost estimated provided in the '2025 Pulbic Safety Needs Assessment' adjusted for inflation using the CPI. Calculation assumes 2.5 officers per vehicle and an average life cycle of 5.0 years

⁽⁴⁾ Based on average vehicle miles traveled (20,000 / year in 2003) and O&M costs from "2025 Public Safety Needs Assessment."

⁽⁵⁾ According the Department, the existing number of substations is sub-optimal; a fifth (5th) substation, the Central District Police Station, was closed in January, 2011 as a result of budget cuts.

It is worth noting that Police Department cost estimates provided in this analysis differ from those provided in the Police Department's "2025 Public Safety Needs Assessment" for the following reasons:

- EPS's Our estimates are based on build-out of the General plan and thus are run off different population projections; they not correspond to a specific point in time (i.e. 2025);
- EPS's estimates are in constant dollars (they are not inflated into 2025 dollars).
- EPS's numbers are based on a "service population" and thus include employment;
- EPS's methodology is focused on General Fund costs only and excludes capital expenditures.

FIRE

Service and Budget Background

The Fresno Fire Department is responsible for fire prevention and suppression, urban search and rescue, hazardous materials, and aircraft firefighting. It consists of operations, prevention and investigation, support services, and administration divisions. The Fire Department accounts for the second largest share of the General Fund resources after the Police Department with approximately 20 percent of the overall costs. Similar to Police, the Fire Department's budget has experienced a decrease since FY2007 and is projected to stabilize at \$55 million in FY2012 with approximately \$46 million to be covered by the General Fund, equivalent to the FY2008 and FY2009 level.

Fire protection is provided through 19 separate fire stations distributed about 4.5 miles apart throughout the City. The Fire Department's staff currently consists of 317 firefighters, including 254 firefighters that provide direct service to the City (the remainder is contracted through special fire districts such as North Central Fire Protection). Stations are staffed with three firefighters on a 24-hour basis and one engine (a ratio of three firefighters per engine). The Fire Department's service goal is a response time (travel time) of four minutes in at least 90 percent of priority I calls for the first arriving unit, with the balance of needed units arriving within eight minutes. The department currently meets its goal for the first arriving unit but falls short of meeting the goal for providing the necessary number of units on scene within the required time. Some newer stations located on the urban fringe generally receive significantly fewer calls for service. These stations tend to serve newer development areas and structures that are fully compliant with existing fire codes including interior sprinkler systems.

Methodology for Projecting General Fund Cost

The Fire department is funded through a number of sources, including the General Fund, charges for services, federal and state grants, and agreements for fire protection services by County islands. Given the relative prominence of Fire services in the General Fund, estimated at over 80 percent of the overall Department budget, new growth in the City will potentially have a significant impact on Department expenditures. For the purpose of this

analysis, EPS utilizes the Fire Department's estimates for new station and staffing needs associated with each General Plan development alternative.

This analysis utilizes the average General Fund share of cost per firefighter applied to new staffing needs. As shown in **Table D-II**, the average General Fund share of the cost per firefighter, estimated at nearly \$182,000, is used as a baseline measure of departmental spending. In addition, this analysis differentiates between service demand and cost generated by growth in the infill locations relative to greenfield locations. Specifically, based on the Department's input, this analysis reflects new growth being more cost effectively accommodated in infill areas on a per-firefighter basis. However, higher population and employment density and resulting densification of urban form will likely create higher service needs and demand for specialized equipment, requiring a higher level of staffing (firefighters per service population) relative to less developed greenfield locations.

The Fire Department indicates that while it has adequate capacity to accommodate new growth in downtown, it will incur new costs from population and employment growth in other infill locations and greenfield areas. Specifically, it estimates the necessity for between four (4) and five (5) new fire stations to provide adequate fire protection to new growth. These needs require four (4) new fire stations driven by greenfield growth under all development alternatives? In addition, the Department estimates that one additional fire station would be necessary to accommodate infill growth under the optimal service scenario, while no new infill stations are included under the existing service level scenario.

These estimates translate into needs of between 7 and 9 engine companies depending on the service level. The City typically staff between 9 and 12 firefighters per engine with an additional relief position per 8 firefighters to cover any leaves for vacation, holiday, sick, or injury time. Assuming the lower end of a reasonable range (3 shifts of 3 firefighters with a relief position), a total of 71 new firefighters would be required under the existing service level scenario. This includes 41 firefighters required as part of greenfield growth and 30 firefighters required as part of infill growth. The optimal service level reflects the higher end of the range of 12 firefighters per engine company (with additional relief positions), resulting in the need for 122 new firefighters, including 54 firefighters required for greenfield growth and 68 for infill growth.

While specific cost distribution by division in the Fire Department is not known, EPS assumes that a portion of the cost per firefighter is variable and will increase as the City's population and employment continue to grow. The Fire Department indicated that given the existing support infrastructure, the cost burden of infill staffing would be lower relative to greenfield areas. As a result, the Department estimates about 70 percent of its cost in infill areas and 90 percent of the greenfield area cost would be variable with the remainder as fixed, thus not likely to be significantly affected by growth (i.e. the cost for the

⁹ This assumption is based on the department maintaining its existing contract with the North Central Fire Protection District which results in operation of two stations that would serve a portion of the new growth along the City's western edge.

Table D-11
Fire Service
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative D

| | Existing Service Level | | Optimal Service Level | | | |
|--|-------------------------|-------------|-----------------------|-------------|--------------|--------------|
| Item | Greenfield | Infill (1) | Total | Greenfield | Infill (1) | Total |
| Existing Average Cost per Firefighter | | | | | | |
| Sworn Firefighters | | | 317.65 | | | |
| Non-Contracted Sworn Firefighters (3) | | | 254 | | | |
| Firefighters per 1,000 Service Pop. | | | 0.42 | | | |
| Fire Department Budget (Adopted FY2011-12 Budget) | | | \$54,950,500 | | | |
| General Fund Cost | | | \$46,144,700 | | | |
| General Fund as a Share of Total | | | 84% | | | |
| Average General Fund Cost per Firefighter (rounded) | | | \$181,700 | | | \$181,700 |
| New Fire Department Needs | | | | | | |
| Fire Stations (3) | 4 | 0 | 4 | 4 | 1 | 5 |
| Engine Companies (3) | 4 | 3 | 7 | 4 | 5 | 9 |
| Firefighters per Engine Company (4) | 10.1 | 10.1 | | 13.5 | 13.5 | 13.5 |
| New Firefighters Required (rounded) | 41 | 30 | 71 | 54 | 68 | 122 |
| Variable General Fund Cost | | | | | | |
| Variable General Fund Funding Share (5) | 90% | 70% | | 90% | 70% | |
| Avg. Variable Cost per Firefighter (rounded) | \$163,500 | \$127,200 | | \$163,500 | \$127,200 | |
| Total Variable Cost | \$6,703,500 | \$3,816,000 | \$10,519,500 | \$8,829,000 | \$8,649,600 | \$17,478,600 |
| Operating Cost per Additional Fire Station (6) | \$125,000 | \$125,000 | | \$125,000 | \$125,000 | |
| Total Operating Cost per Additional Fire Station | \$500,000 | \$0 | \$500,000 | \$500,000 | \$125,000 | \$625,000 |
| Total General Fund Cost Increase | \$7,203,500 | \$3,816,000 | \$11,019,500 | \$9,329,000 | \$8,774,600 | \$18,103,600 |
| Additional Cost of Providing Optimal Service Standard to E | existing Facilities (7) | | na | \$0 | \$10,303,200 | \$10,303,200 |

⁽¹⁾ Excludes downtown; driven by densification of existing uses and additional calls for service resulting from new growth. Downtown has adequate capacity to support future growth.

Sources: Fresno FD and Economic & Planning Systems, Inc.

⁽²⁾ Net of the special district firefighters.

⁽³⁾ Provided by the Fire Department based on needs assessment.

⁽⁴⁾ Reflects the City's existing ratio of 3 firefighters per engine company assuming 3 shifts under the exiting service level and 4 firefighters per engine company under the optimal service level. Includes one relief position per 8 firefighters to cover any staff leave.

⁽⁵⁾ Reflects a net out of the fixed fire cost component, including administration. Given existing department expenditure allocation, the fixed cost share is assumed to be lower in infill relative to greenfield locations.

⁽⁶⁾ Estimated by the Fire Department; includes apparatus, equipment, maintenance cost, and utilities.

⁽⁷⁾ Based on the identified existing deficiency of 6 engines by the Fire Department needed to meet its service goals; assumes 13.5 firefighters per engine company.

administration division). These assumptions result in an average variable cost of \$164,000 per firefighter for greenfield areas and \$127,000 for infill areas, including salary, benefits, operating equipment, and vehicles.

In addition to staffing cost, new fire stations will require new spending by the City and specifically by the General Fund. The Fire Department estimates that \$125,000 per station would be spent by the General Fund to cover apparatus, equipment, maintenance, and utilities annual costs. This analysis does not consider capital facility costs that typically get funded through non-General Fund sources.

As shown in **Table D-II**, the above assumptions generate the need for an additional \$11.0 million in General Fund costs under the existing service level and \$18.1 million under the optimal service level. The Fire Department indicates that while changes between development alternatives will result in differences in the level of service and timing of costs over time, the total cost at General Plan at buildout is not likely to vary. The reason for similar Fire cost estimates between development alternatives is associated with the "step function" structure of the Department where a certain level of new growth requires development of staffing of new fire stations in increments of at least 3 firefighters. Furthermore, while firefighter staffing may vary by geography within the City, the overall changes in the Department's funding are not likely to change substantially by type of development or its orientation. Assuming the optimal service standard is applied to existing fire services, the General Fund cost would increase by \$38.7 million.

PARCS

Service and Budget Background

Fresno's PARCS department is responsible for capital improvements, recreation, community services, and after school programs, as well as park operation functions (e.g., custodial, trash pick-up, lighting). It consists of the operations, recreation services, and administrative divisions. The Department operates nearly 75 parks in the City, including Woodward Regional Park, Roeding Regional Park, and Camp Fresno. Downtown parks tend to be smaller pocket parks that often require higher costs per acre, while larger parks in Northeast Fresno are typically maintained more efficiently given economies of scale associated with larger size.

While the City only tracks neighborhood and regional parks (estimated at 858 acres based on the City's GIS database), EPS assumes that smaller pocket parks and trails will comprise an additional 10 percent of the inventory. This assumption results in the estimate of nearly 950 acres of maintained parks maintained by the City, ranging in size and orientation from pocket parks and trails to regional parks. This equates to about 2 acres per 1,000 residents below the current General Plan standard of 3 acres per 1,000.

The budget for PARCS has been reduced by over 30 percent between FY2008 and FY2011 as a result of cost cutting measures. Further reductions cut the FY2011 budget of \$18.0 million to \$12.1 million by FY2012 with about \$10.7 million funded by the City's General Fund. General Fund funding makes up the majority of the Department's budget, ranging between 85 and 90 percent. According to PARCS staff, recent cuts resulted in deferred

maintenance for some facilities that would likely require higher expenditure in the long term as a result of short-term lack of preventative maintenance.

The latest cost reduction in the adopted FY2011-12 budget reflects the maintenance of the City's parks and trails transferred from the PARCS department to Public Works. This function is funded through the General Fund and reflects an option to furlough park maintenance during the winter months. The proposal also reflects converting non-management staff to a part-time status.

PARCS has begun updating its Strategic Plan. Areas of the new plan related to maintenance and facilities include goals that state the need for less reliance on the General Fund and instead developing dedicated funding sources and joint-use/partnership agreements to defray costs and improve services. The Department plans to develop the CIP program by conducting a detailed assessment of the state of infrastructure and assets of the citywide park system, though little detailed data is currently available for the fiscal impact analysis.

Methodology for Projecting General Fund Cost

This analysis estimates the additional PARCS General Fund costs to be driven by new growth, including an increase in park acreage as well as an increase in population. Although interrelated, EPS assumes that park acreage drives the operation and maintenance portion of the budget while population growth drives the service related functions. Development alternatives range with between 1,158 acres and 1,618 acres of new parks added to the City based on the alternative, as estimated by Dyett & Bhatia¹⁰. New growth will also add 230,000 new residents in Fresno.

While a share of the park maintenance cost has been shifted from PARCS to the Public Works department, PARCS staff continues to provide limited planned and custodial maintenance for these facilities. In addition, PARCS provides a variety of other recreational and social services including after school programs, senior hot meals, and various sports programs. According to the adopted FY2011-12 budget, total PARCS costs are about \$12 million, of which about \$10.8 million or 89 percent, are covered by the General Fund. Although the current budget does not provide a clear breakdown of the relative General Fund costs by functions, PARCS staff indicates that it is underfunded as the budget does not reflect any capital replacement costs which has resulted in long-term deferred maintenance¹¹. Based on the interview with PARCS staff, EPS has categorized the General Fund portion of the PARCS budget into the following categories:

• Park Facility Operational Costs: This refers to the cost of maintaining park facilities and hardscape (e.g. community centers, sports and playground structures), as compared to programmatic functions. The \$6,000 per acre cost assumption represents the

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¹⁰ There could be a higher need for parks in the greenfield areas relative to infill, which are already served by existing parks. This analysis does not differentiate between greenfield and infill driven park demand. To the extent that infill requires fewer parks than greenfield, incremental maintenance cost will be lower.

¹¹ Capital replacement costs include slurry seal of parking lots, replacement of skate parks and basketball courts, and replacement of lights in City parks.

existing service level and an average between various park sizes, facility types and geographic locations. As shown, this assumption suggests park maintenance accounts for about \$5.7 million, or nearly 50 percent of the PARCS total budget.

- Other Park Costs Linked to Acreage: This category captures other PARCS costs in addition to maintenance that are variable and likely to increase in proportion to park acres (i.e., sports and aquatics functions). These costs are assumed to represent 30 percent of the other departmental PARCS cost.
- Park Costs linked to Population: This category is designed to cover PARCS functions related to providing recreational and other programmatic services that vary based on population growth. They are assumed to represent approximately 40 percent of the other departmental portion of the PARCS budget.
- **Fixed Overhead Costs**: In addition to the above categories, approximately 30 percent of the PARCS costs represent overhead or administrative functions that are assumed to be fixed and thus not likely to be significantly affected by growth.

As noted above, the existing service levels and costs are not necessarily optimal or sustainable over the long term and have resulted in deferred maintenance. Although the extent of this deferred maintenance and/or sub-standard service is difficult to quantify, EPS has assumed it can be captured through the average maintenance-cost-per-acre assumptions. Specifically, EPS has assumed that the optimal service standard is closer to \$8,000 per acre, including capital replacement cost, an equivalent to a 33 percent improvement in facility maintenance funding.

As shown in **Table D-12**, the above assumptions generate an additional \$10.9 million a year in PARCS-related General Fund costs under existing service levels and \$13.2 million under optimal service levels. These costs vary by development alternative. Assuming the optimal service standard is applied to existing park facilities, the General Fund cost would increase by \$1.9 million.

PUBLIC WORKS

Service and Budget Background

Department of Public Works provides street maintenance, most park maintenance, traffic and engineering, parking, capital management, and facilities services in Fresno. The department is funded through a variety of sources including the General Fund, various federal, state and local transportation-related funds (i.e., Measure C), and developer fees and charges. For example, Measure C is a local sales tax initiative that generates \$3.4 million a year specifically for street maintenance and is set to expire in 2026. At the department level, Measure C provides approximately \$8 million annually including the \$3.4 million for street maintenance. The department also receives user fees and penalties in its Parking Enterprise Fund.

The General Fund's share of the department's cost has ranged from \$12.6 million in FY2007 to \$3.1 million by FY2011. The department's General Fund share in FY2012 is projected to increase to \$6.8 million with a portion of the cost reflective of the recent restructuring

Table D-12
PARCS Operating Cost Estimates
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative D

| Item | Assumption / Source | Total | |
|--|----------------------------------|---------------------|--|
| Existing Parks (1) | City GIS Data | 944 acres | |
| Park Facility Operational Cost (2) | \$6,000 / acre (EPS estimate) | \$5,662,800 | |
| Other Departmental Costs (3) | | | |
| Driven by Park Acre Growth | 30% EPS estimate | \$1,948,170 | |
| Driven by Population Growth | 40% EPS estimate | \$2,597,560 | |
| Fixed (in real terms) | 30% EPS estimate | <u>\$1,948,170</u> | |
| Subtotal | | \$6,493,900 | |
| Total Department Budget | City's Budget | \$12,156,700 | |
| Net General Fund Cost | City's Budget | \$10,779,100 | |
| % Share of Total Budget | , c | 89% | |
| New Park Area and GP Buildout (4) | General Plan Alternative | 1,197 acres | |
| Increase in Park Facility Operational Costs (New | Growth Only) | | |
| Existing Service Level | \$6,000 per acre | \$7,182,000 | |
| Optimal Service Level | \$8,000 per acre | \$9,576,000 | |
| Net Increase in Other PARCS Departmental Cost | (New Growth Only) (5) | | |
| Driven by Park Acre Growth | | \$2,470,820 | |
| Driven by Population Growth | | \$1,194,09 <u>5</u> | |
| Subtotal | | \$3,664,915 | |
| Total Net New Cost (6) | | | |
| Existing Service Level | 100% of New Cost | \$10,846,915 | |
| Optimal Service Level | Assigned to GF | \$13,240,915 | |
| Additional Cost of Providing Optimal Service Standard to Existing Facilities (7) | | \$1,887,600 | |

⁽¹⁾ Reflect a range of park sizes and orientations from pocket parks and trails to regional scale parks; estimated acres to be refined on forthcoming data from PARCS. Note that trail maintenance has been shifted to public works.

Sources: Fresno PARCS Department and Economic & Planning Systems, Inc.

⁽²⁾ Reflects capital replacement cost; the cost of the City's maintenance for planned and custodial activities with other functions shifted to Public Works.

⁽³⁾ EPS assumption; includes other departmental functions, including administration and recreation services.

⁽⁴⁾ Estimated by Dyett & Bhatia; includes a range of park sizes.

⁽⁵⁾ Revised numbers to be provided by the PARCS Department.

⁽⁶⁾ Assumes that 100% of new PARCS costs are covered by the General Fund (currently about 89% of costs are covered by the General Fund).

⁽⁷⁾ Does not reflect an additional capital replacement funding deficiency.

efforts undertaken by the City, bringing park landscape maintenance from the PARCS Department into the Street Maintenance Division. Despite the Department's increasing dependence on non-General Fund sources, there remains a dynamic relationship between various funding sources and service levels. For example, as funding from other Public Works sources increases, General Fund expenditures may be used to address some of the department's deferred maintenance issues. A brief description of the key issues and preliminary methodological framework associated with these and other Public Works functions are described below.

Street Maintenance

The department maintains approximately 3,700 lane-miles or 1,700 street-miles in the City. These activities include maintenance of all right-of-way areas (including sidewalks, median islands, curbs and gutters), street sweeping, traffic paint and signage, concrete maintenance, traffic signals and street lighting, and ROW landscape maintenance (i.e., median island street trees). However, the proportion of street maintenance funded using General Fund sources has been declining steadily over the last five years and is negligible in the most recent budget. Currently, the bulk of these costs are funded using gas taxes, community sanitation user fees, and Measure C proceeds. These funding sources have restrictions on the type of maintenance that is allowed (e.g., only areas within the public ROW).

Although the State of California's Streets 4 Highways Code specifies that the curbs, gutter, sidewalks, and street trees are the responsibility of the property owner, the City of Fresno maintains these facilities with public dollars, including gas tax and Measure C proceeds. Because the General Fund was eliminated from the Street Maintenance division, the City has defunded tree trimming in the non-CFD core of the City, which was previously \$1 million in annual operations.

Over the last ten years, local CFDs have been used to cover the maintenance of new sidewalks, street lighting, buffers, and median islands. In 2010, the City also began to require that new CFDs for subdivisions include the cost of local street pavement maintenance. The City has adopted development impact fees to cover the capital cost of new streets and traffic signals to serve new development. However, there remain significant deferred maintenance issues on many of the City's older streets resulting in substandard service levels. For example, the City does not have a maintenance and replacement program for alleys. Consequently, street maintenance is expected to remain an important General Fund issue.

Park Landscape Maintenance

A recently transferred responsibility for regional and neighborhood parks maintenance from the Parks and Recreation Department has resulted in the General Fund revenue shift of \$3.7 million. This reflects a light level of ongoing maintenance, such as irrigation, mowing the grass, and leaf blowing, and does not reflect any more substantial periodic repairs and capital improvements, which are still covered by the PARCS.

EPS understands that larger parks typically allow for economies of scale in maintenance provision that often result in lower maintenance cost relative to smaller parks. Given the

limitation of cost data and park acreage by type, the fiscal impact analysis utilizes an average maintenance cost per acre, reflective of a range of parks from pocket parks and trails to community and regional parks. The City's smaller pocket parks are typically funded through private sources, such as CFD or HOA, and do not pose significant costs to the City¹². Maintenance costs for other park types vary based on a level of amenities (walks, trees, shelters etc.) across parks, with geographic location not considered to have a significant effect on the Department's cost. Maintenance service is typically provided on a two-week schedule that follows a set route regardless of a location within the City.

Parking

Public Works operates a standalone enterprise that is responsible for managing the City's parking garages, lots, and meters. This enterprise fund depends on revenues derived from operations of the parking garages, lots, and citation collections. Because of continued decline in proceeds, \$2.5 million in General Fund revenue is being used to pay debt service in FY2012. Given the enterprise nature of the fund and short-term debt service payment by the General Fund, the impact of the parking fund is not evaluated as part of the General Plan fiscal impact analysis.

Facilities Management

Public Works provides maintenance and construction service to assure that City facilities are efficiently maintained in a manner that allows customer departments to serve the citizens of Fresno. This function shifted in FY2011 from the dissolved General Services Department and divided among building maintenance, special projects, and capital projects (consist of City Hall improvement projects in the City's CIP). The net General Fund cost of these function are not expected to vary significantly by General Plan alternative.

Other

Other Public Works functions include administration, engineering services, and capital project management. The net General Fund cost of these function are not expected to vary significantly by General Plan alternative.

Methodology for Projecting General Fund Cost

The fiscal impact analysis of the General Plan is focused on the street maintenance and park maintenance divisions within the Public Works Department. Specifically, EPS has evaluated existing and optimal costs, funding sources, and net General Fund cost for each of the major Public Works functions.

¹² Provision and maintenance cost of pocket parks and trails is a vital issue in Fresno. The City indicates that the cost for these functions is significant, although staff does not currently have an inventory of the trials provided in the City and the cost for maintaining them. For the purpose of this analysis, pocket parks and trails are implicitly evaluated as part of the "other parks" category on a per acre basis. However, the General Plan development alternatives do not vary by provision of pocket parks and trails in the City as they are subsumed in the broader park acreage. Additional data would be required from the City staff in order to provide a more detailed analysis.

EPS identified the set of existing infrastructure facilities that drive major Public Works operating functions based on readily available public data. As shown in **Table D-13**, these improvements include road and lane miles, park acres, landscape square footage, sidewalks, curbs, and gutters length, street lights and road signals, and street trees. EPS made a number of maintenance cost assumptions based on the Department's detailed program-level budget in order to estimate a cost for infrastructure operating cost, as shown in **Table D-14**. As shown, after accounting for non-General Fund funding sources, the remaining Department budget share is \$6.8 million, covered by the Fresno General Fund. Road maintenance cost is based on the 2010 Streets and Roads Report produced by the State of California Controller's Office and reflects a mix of arterial, collector, and residential street types, while other costs are estimated based on the interview with the Public Works department staff and work conducted in comparable jurisdictions. It is understood that a number of other items also contribute to the Department's operating cost, including administration and overhead. These costs will not be significantly affected by new growth and are assumed fixed going forward.

Future infrastructure improvement needs are estimated by Dyett & Bhatia and EPS and are summarized in **Table D-15**. Service ratios for landscaping, sidewalks, curbs, and gutters, street lights, road signals, and trees are based on the existing citywide per road mile ratio. The Public Works portion of the fiscal impact analysis includes two forecasting approaches —existing costs and preferred costs, with each described separately. The existing costs scenario reflects the same level of service going forward while the optimum cost scenario reflects a higher level of service provided to new growth in Fresno. Costs are used as a proxy for an overall service level measure.

Existing Service Level Scenario

Table D-16 summarize assumptions for annual operating maintenance items and their annual cost, as described above. These assumptions reflect the Public Works Department's current sub-optimal level of service under the constrained fiscal circumstances and do not factor any of the Department's deferred maintenance needs. Assuming the Department's current per-unit service level and costs do not change going forward, new growth is estimated to result in additional annual spending of \$11.7 million. A large portion of this cost is likely to be offset by non-General Fund revenues, consistent with the existing funding structure. The offsetting non-General Fund revenues include the following:

- State funding (Measure C, gas taxes, and Prop 42): The Public Works department receives substantial funding from the State based on its share of the Statewide sales tax. EPS assumes that State sources will continue funding major Public Works functions based on the City's share of the sales tax growth.
- Community sanitation user fees: Community sanitation user fee proceeds are projected based on the existing monthly charge of \$6.23 per household.
- CFD funding: Estimated on a per-service population approach (population and one-half of employment) based on a share of new growth subject to these special taxes.

Table D-13

Existing Public Works Infrastructure Estimate

Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Existing Infrastructure | Source |
|--|-------------------------|--|
| Citywide Streets (1) | | |
| Lane Miles | 3,700 miles | Fresno FY2010-11 Adopted Budget |
| Road Miles | 1,700 miles | Fresno City staff |
| Parks | | |
| Regional Parks | 566 acres | GIS data layer provided by the City staff |
| Neighborhood Parks | 292 acres | GIS data layer provided by the City staff |
| Other (2) | <u>86</u> acres | EPS Assumption |
| Total | 944 acres | |
| Landscaping | | |
| Maintained Square Footage | 26,000,000 sq.ft. | Fresno FY2010-11 Adopted Budget |
| Average Square Footage per Road Mile | 15,294 sq.ft. | EPS |
| Sidewalks, Curbs, and Gutters | | |
| Maintained Linear Feet | 3,000 miles | "Building a Better Fresno" Public Works Letter |
| Average Maintained Miles per Road Mile | 1.8 linear ft. | EPS |
| Street Lights | | |
| Maintained Lights | 38,000 lights | "Building a Better Fresno" Public Works Letter |
| Average Lights per Road Mile | 22 lights | EPS |
| Road Signals | · · | |
| Maintained Signals | 488 signals | Fresno FY2010-11 Adopted Budget |
| Average Signals per Road Mile | 0.29 signals | EPS |
| | 0.20 digitals | 2. 0 |
| Street Trees Maintained Trees | 172,000 trees | Fragge EV2010 11 Adopted Budget |
| Maintained Trees Trees per Road Mile | 172,000 trees | Fresno FY2010-11 Adopted Budget EPS |
| Trees per Road Wille | 101 11663 | LIO |

⁽¹⁾ Reflect a mix of arterials, collectors, and residential streets.

⁽²⁾ Include pocket parks and trails; estimated at 10% of regional and neighborhood park area.

Table D-14 Alternative D
Public Works Existing Per Unit Cost Estimates and Budget Overview*
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assum | ption (1) | Existing Cost |
|--|------------|---------------|--------------------------------|
| Road Maintenance Citywide Street Total | 3 700 | lane miles | |
| Cost (2) | | per lane mile | \$13,986,000 |
| (less) Committed State Funding Sources (3) | | | (\$13,986,000) |
| Net General Fund Share | | | \$0 |
| Other Maintenance Functions | | | |
| Park Maintenance Parks and Trails | 944 | acres | |
| Cost | | per acre | \$3,775,000 |
| Landscaping | | | |
| Maintained Square Footage | 26,000,000 | sq.ft. | |
| Cost | \$0.45 | | \$11,700,000 |
| Sidewalks, Curbs, and Gutters | | | |
| Miles | 3,000 | n o r mail o | ¢4 620 000 |
| Cost | \$540 | per mile | \$1,620,000 |
| Street Sweeping Road Miles | 1,700 | | |
| Cost | , | per mile | \$2,380,000 |
| Street Lights | | | |
| Lights | 38,000 | | |
| Cost | \$80 | per light | \$3,040,000 |
| Road Signals | | | |
| Signals | 488 | | #0.40C.000 |
| Cost | \$4,500 | per signal | \$2,196,000 |
| Street Tree Trimming Street Trees | 172,000 | | |
| Cost | , | per tree | \$774,000 |
| Other Operating and Maintenance Costs (4) | | | \$2,406,000 |
| Total | | | \$41,877,000 |
| (less) Non-GF Operating Revenue Sources | | | |
| CFD | | | (\$4,685,000) |
| State Funding (5) Community Sanitation User Fees | | | (\$4,508,000) (\$9,954,200) |
| Other Sources (6) | | | (\$1,077,600) |
| Subtotal | | | (\$34,210,800) |
| Net General Fund Cost | | | \$7,666,200 |
| (less) Debt Service | | | (\$902,300) |
| Operating Net General Fund Cost | | | \$6,763,900 |

^{*} Reflect existing sub-optimal levels of service; does not include parking and facilities management funds.

⁽¹⁾ Based on the Department's detailed budget by function totals.

⁽²⁾ Rounded; reflects patching, overlay, and sealing based on the State Controller's Roads Report.

⁽³⁾ Include Measure C, prop 42, and special gas taxes.

⁽⁴⁾ Include the cost of administration and overhead and other miscellaneous items.

⁽⁵⁾ Less of funding sources committed to road maintenance; include Measure C, prop 42, and special gas taxes.

⁽⁶⁾ Include citywide beautification, street tree trimming support, and special project revolving fund.

Table D-15
New Public Works Infrastructure Needs
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Units | Source / Estimating Factor (1) | Infrastructure Increase From New Growth |
|-------------------------------|------------|--------------------------------|--|
| Road Maintenance (2) | lane miles | Dyett & Bhatia | 821 |
| Park Maintenance | acres | Dyett & Bhatia | 1,197 |
| Landscaping | sq.ft. | 15,294 per road mile | 4,712,452 |
| Sidewalks, Curbs, and Gutters | miles | 1.8 per road mile | 544 |
| Street Sweeping | road miles | Dyett & Bhatia | 308 |
| Street Lights | lights | 22.4 per road mile | 6,887 |
| Road Signals | signals | 0.3 per road mile | 88 |
| Street Tree Trimming | trees | 101 per road mile | 31,175 |

⁽¹⁾ Non Dyett & Bhatia ratio assumptions are based on the existing citywide average.

⁽²⁾ Reflect a mix of arterials, collectors, and residential streets.

Table D-16
Public Works Cost Estimates From New Growth and the General Fund Cost Share
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| | Alternative D | | |
|----|------------------------|--|--|
| | | | |
| el | Buildout Total | | |
| | Buildout Total | | |
| | \$5,749,683 | | |
| | Φ 7 400 000 | | |

| | Existing Service | Level | Optimal Service Leve | el |
|--|-----------------------|--------------------|-----------------------|---------------|
| Item | Per Unit | Buildout Total | Per Unit (1) | Buildout Tota |
| Key Operating Expenditures | | | | |
| Road Maintenance (2) | \$3,600 per lane mile | \$2,956,980 | \$7,000 per lane mile | \$5,749,683 |
| Park Maintenance | \$4,000 per acre | \$4,788,000 | \$6,000 per acre | \$7,182,000 |
| Landscaping | \$0.45 per sq.ft. | \$2,120,603 | \$0.70 per sq.ft. | \$3,298,716 |
| Sidewalks, Curbs, and Gutters | \$540 per mile | \$293,622 | \$800 per mile | \$434,996 |
| Street Sweeping | \$1,400 per road mile | \$431,371 | \$1,400 per road mile | \$431,371 |
| Street Lights | \$80 per light | \$550,994 | \$120 per light | \$826,492 |
| Road Signals | \$4,500 per signal | \$398,021 | \$7,000 per signal | \$619,144 |
| Street Tree Trimming | \$4.50 per tree | <u>\$140,286</u> | \$40 per tree | \$1,246,987 |
| Total Cost | | \$11,679,877 | | \$19,789,388 |
| (less) Offsetting Non-General Fund Re | evenues (3) | | | |
| CFD Funding (4) | | (\$901,000) | | (\$1,527,000) |
| State Funding (5) | | (\$1,987,000) | | (\$1,987,000) |
| Comm. Sanitation User Fees (6) | | (\$5,599,000) | | (\$5,599,000) |
| Other Revenues (7) | | <u>(\$533,000)</u> | | (\$533,000) |
| Subtotal | | (\$9,020,000) | | (\$9,646,000) |
| Net General Fund Cost Increase | | | | |
| From New Growth | | \$2,659,877 | | \$10,143,388 |
| Additional Cost of Providing Optimal Service Standard to Existing Facilities | | \$0 | | \$19,545,800 |

⁽¹⁾ EPS assumption based on comparable jurisdictions; reflects an increase in Fresno's existing service level.

⁽²⁾ Cost estimate reflects a weighted mix of arterials, collectors, and residential streets.

⁽³⁾ Rounded; for simplification the analysis assumes these funds are relatively fungible across operating expense categories although in reality some are restricted.

⁽⁴⁾ Additional special district funding is likely to be imposed on some new development in Fresno; this funding is assumed to cover all of the key Public Works categories shown above.

⁽⁵⁾ Includes Measure C, prop 42, and special gas taxes; based on the growth in retail sales tax relative to the existing base.

⁽⁶⁾ Based on the existing monthly charge of \$6.23 per household.

⁽⁷⁾ Reflect other revenues such as citywide beautification, street tree trimming support, and special project revolving fund; estimated at \$2 per service population based on the existing budget.

City of Fresno General Plan Update: Fiscal Impact Analysis of Concept Alternatives

• Other revenues (federal grants, median island landscaping earmarks, citywide beautification funds, street tree trimming support, and special project revolving fund): Projected to increase based on the existing average cost of \$2 per-service population.

The analysis assumes these funds are relatively fungible across operating expense categories although in reality some are restricted. General Fund covers the net difference between total Public Works maintenance cost and offsetting non-General Fund proceeds. It is estimated to result in an additional cost of \$2.7 million to the General Fund, as shown in **Table D-16**. This cost will vary by alternative. This analysis assumes that all sources currently funding the Public Works function remain over the General Plan buildout term. As noted above, some funding sources are scheduled to expire and their potential expansion is uncertain.

Optimum Service Level Scenario

Optimal service level cost approach utilizes similar methodology as the existing cost approach described above, though it is based on higher maintenance costs reflective of an optimum service provision by the Public Works Department going forward. As shown in **Table D-16**, this approach utilizes higher road maintenance, park maintenance, landscaping, sidewalks, curbs, and gutters, street lights and road signals, and tree trimming costs relative to the City's existing sub-par service level. The Public Works department staff indicates that the street sweeping is the only function that does not require a substantial increase in funding to get to an optimal level. Optimal service level costs are estimated based on the interview with Public Works staff and work conducted by EPS in other jurisdictions.

This approach results in substantially higher operating costs, estimated at \$19.8 million, an increase of nearly 70 percent above the existing cost. However, the optimal service level scenario also reflects a higher share of offsetting revenues relative to the existing cost approach due to higher CFD funding. Similar to the existing cost scenario, General Fund is assumed to cover the net difference between total departmental maintenance needs and offsetting proceeds. As shown in **Table D-16**, the General Fund share in this scenario is estimated at \$10.1 million, significantly above the cost estimate of \$2.7 million under the existing service level scenario. Assuming the optimal service standard is applied to existing Public Works functions, the General Fund cost would increase by \$19.5 million.

OTHER EXPENDITURES

While not as significant in total dollars, other expenditures, such as City Council and Mayor's Office, City Clerk, Finance, Development and Resource Management, and General City Purpose will also be affected by new growth in Fresno. The EPS fiscal analysis projects the costs for these City functions based on a per-service population approach, as shown in **Table 7**. However, only a portion of the costs for each of the Department's is assumed variable with the remainder likely to be fixed. Specifically, EPS assumes that between 20 and 50 percent of the costs would be variable given each Department's orientation and financial composition. Respective proceeds associated with these assumptions are summarized in **Table D-17**.

Table D-17
Operating Expenditures Summary
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Existing Service Level Total | Optimal Service Level Total |
|-------------------------------------|-------------------------------------|-----------------------------|
| City Council | \$272,972 | \$272,972 |
| Office of the Mayor | \$174,551 | \$174,551 |
| City Clerk | \$64,707 | \$64,707 |
| Police | \$50,303,054 | \$70,236,417 |
| Fire | \$11,019,500 | \$18,103,600 |
| Parks & Recreation | \$10,846,915 | \$13,240,915 |
| Public Works | \$2,659,877 | \$10,143,388 |
| General City Purpose | \$88,054 | \$88,054 |
| Development and Resource Management | \$191,264 | \$191,264 |
| Finance | <u>\$1,400,807</u> | \$1,400,807 |
| Total Operating Expenditures | \$77,021,701 | \$113,916,674 |

Sources: City of Fresno; and Economic & Planning Systems, Inc.

Administrative Draft Report

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Similar to the existing budget allocation, public safety is estimated to continue comprising the largest share of the General Fund costs. Specifically, police service is estimated to comprise over 60 of the overall cost associated with new growth followed by fire protection. Other major cost categories include PARCS, Public Works, and Finance Departments.

Administrative Draft Report

APPENDIX A
General Plan Development Alternative A

Table A-1
Development Program
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative A

| | In | fill | Greenfield | Total | Al | location Assumptions | |
|---------------------|--------------|---------------|-------------------|------------|---------------------|----------------------|----------|
| Item | Downtown | Other Infill | | | Assessment District | Outside City Limits | % Rental |
| Residential (units) | | | | | | | |
| Single Family | 0 | 4,626 | 22,808 | 27,434 | 11% | 55% | 25% |
| Townhome | 2,170 | 5,186 | 8,814 | 16,171 | 6% | 58% | 50% |
| Multifamily | <u>8,681</u> | <u>12,297</u> | <u>11,245</u> | 32,223 | 4% | 36% | 90% |
| Subtotal | 10,851 | 22,109 | 42,868 | 75,828 | | | |
| Commercial (sq.ft.) | | | | | | | |
| Retail | 2,600,000 | 13,860,202 | 2,689,142 | 19,149,344 | 20% | 16% | na |
| Office | 5,400,000 | 7,906,210 | 3,584,661 | 16,890,871 | 3% | 21% | na |
| Industrial | 3,100,000 | 12,592,226 | <u>12,168,605</u> | 27,860,832 | 7% | 46% | na |
| Subtotal | 11,100,000 | 34,358,638 | 18,442,409 | 63,901,047 | | | |

Sources: Dyett & Bhatia, and Economic & Planning Systems, Inc.

Table A-2
Development Program Detail
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative A

| Item | Occupied Uses | New Population | New Employment | Service Pop (1) | | Assessed | Values (2) | |
|---------------|---------------|----------------|----------------|-----------------|-----------------|-----------------|-------------------|------------------|
| | - | | | | Downtown | Other Infill | Greenfield | Total |
| Residential | | | | | | | | |
| Single Family | 25,788 | 79,170 | na | 79,170 | \$0 | \$763,293,610 | \$3,763,377,037 | \$4,526,670,647 |
| Townhome | 15.200 | 46.665 | | 46.665 | \$303.828.000 | \$726.027.609 | \$1,234,018,370 | \$2,263,873,979 |
| Multifamily | 30,290 | 92,989 | | 92,989 | \$881,101,200 | \$1,248,172,900 | \$1,141,356,840 | \$3,270,630,940 |
| Subtotal | 71.278 | 218.824 | <u>na</u> 0 | 218.824 | \$1,184,929,200 | \$2,737,494,119 | \$6,138,752,247 | \$10,061,175,565 |
| Subiolai | 11,210 | 210,024 | U | 210,024 | \$1,104,929,200 | φ2,737,494,119 | φ0, 130, 132, 241 | φ10,001,175,505 |
| Commercial | | | | | | | | |
| Retail | 423,131 | na | 44,043 | 22,022 | \$520,000,000 | \$2,772,040,376 | \$537,828,498 | \$3,829,868,874 |
| Office | 718,773 | na | 44,399 | 22,200 | \$1,296,000,000 | \$1,897,490,399 | \$860,318,556 | \$4,053,808,955 |
| Industrial | 916,116 | <u>na</u> | 37,413 | 18,707 | \$155,000,000 | \$629,611,308 | \$608,430,269 | \$1,393,041,577 |
| Subtotal | 2,058,021 | na | 125,855 | 62,928 | \$1,971,000,000 | \$5,299,142,082 | \$2,006,577,324 | \$9,276,719,406 |
| Total | 2,129,299 | 218,824 | 125,855 | 281,752 | \$3,155,929,200 | \$8,036,636,201 | \$8,145,329,570 | \$19,337,894,971 |

⁽¹⁾ Calculated by adding residential population and half of non-resident employment.

Sources: Dyett & Bhatia, and Economic & Planning Systems, Inc.

⁽²⁾ Based on the historic distribution of ownership versus rental product going forward; this analysis does not consider any assessed value roll exemptions associated with affordable housing given the recent reduction in grant funding and elimination of redevelopment.

Table A-3
Fresno General Fund Property Tax Share Estimate*
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative A

| Item | FY2010-2011 | FY2011-2012 | Source |
|-------------------------------------|------------------|------------------|-----------------------------------|
| Citywide Assessed Value | | | |
| Gross | \$28,034,081,476 | \$27,327,298,568 | County Auditor Tax Rate Book |
| Net (1) | \$27,646,156,415 | \$26,946,100,044 | County Auditor Tax Rate Book |
| Gross Redevelopment Area Value | \$3,576,281,233 | \$3,603,721,187 | County Auditor Tax Rate Book |
| Property Tax | \$276,461,564 | \$269,461,000 | 1% of Net Citywide AV |
| General Fund Property Tax Share (2) | | | |
| Total (3) | \$54,882,284 | \$53,492,554 | County Auditor Schedule of Levies |
| With No RDA (4) | \$60,125,515 | \$60,586,844 | County Auditor Schedule of Levies |
| Citywide General Fund Capture | | | |
| Average | 19.9% | 19.9% | EPS estimate |
| Net of RDA | 21.7% | 22.5% | EPS estimate |

^{*}Note: this analysis does not reflect the change in assessed value over time. This change is likely to fluctuate and will vary among different geographic areas within the City based on a range of factors.

Sources: Fresno County Auditor's Office; and Economic & Planning Systems, Inc.

⁽¹⁾ Reflects exemptions not subject to property tax (e.g. home owner exemptions).

⁽²⁾ Net of Triple Flip/Reverse ERAF.

⁽³⁾ With RDA funds; FY2011-12 estimates are based on the annual change in the citywide assessed value growth between FY2010-11 and FY2011-12.

⁽⁴⁾ Net of the tax increment shifted from the City's General Fund to the RDA (above the frozen base) net of the City's General Fund share of pass throughs; FY2011-12 estimates are based on the annual growth in the property value in redevelopment areas between FY2010-11 and FY2011-12.

Table A-4
Property Tax Estimates*
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Factor | Existing City Limits | Outside City Limits (1) | Total |
|-------------------------------------|--------|-----------------------------|-------------------------|------------------|
| Property Tax New Assessed Value | | \$12,295,274,442 | \$7,042,620,529 | \$19,337,894,971 |
| Property Tax | 1.0% | \$122,952,744 | \$70,426,205 | \$193,378,950 |
| Fresno's General Fund Share (2) | | 22.1% | 15.2% | |
| Total Fresno General Fund Share (3) | | \$27,192,656 | \$5,887,631 | \$33,080,286 |

^{*}Note: this analysis does not account for displaced assessed value from new development, which are likely minimal.

Sources: County Assessor's Office, and Economic & Planning Systems, Inc.

⁽¹⁾ Growth outside the City limits is assumed to be annexed to the City with property tax subject to the existing tax allocation agreement with the County.

⁽²⁾ Post ERAF; based on the average between FY2010-11 and FY2011-12. The estimate is below the pre-ERAF share estimated at 27.8% based on the TRA breakdowns provided by the County Assessor's office. This factor does not vary by infill or greenfield location as geography-specific information about the General Fund capture within the City is not available. The share outside city limits is based on the tax allocation agreement with Fresno County, #03-001. The County's post-ERAF share of property tax in unincorporated areas around Fresno is estimated to ranges between 35% and 45%.

Table A-5
Sales Tax Estimates
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assumptions | Total |
|---|--|---|
| SALES TAX GENERATED BY NEW RESIDENTS Average Median Income (1) HH Retail Expenditure (2) | 29.7% | \$43,124 \$12,806 |
| New Occupied Households Total Retail Expenditure | | 71,278 \$912,778,245 |
| Taxable Expenditures Captured in Fresno Inside Existing City Limits In Areas to be Annexed (3) | 80% of retail expenditures 84% 16% | \$730,222,596 \$614,377,371 \$115,845,225 |
| Sales Tax from New Residents Inside Existing City Limits In Areas to be Annexed (4) | 1.0% of taxable sales 0.95% | \$6,143,774 <u>\$925,938</u> |
| Total Sales Tax From New Residents | | \$7,069,711 |
| SALES TAX GENERATED BY NEW EMPLOYEES New Employment Non-Resident Employment (5) Daily Taxable Employee Spending in Fresno (6) Annual Taxable Spending by Employees (7) | \$10 per employee | 125,855 62,452 \$624,522 \$156,130,586 |
| Net New Taxable Sales (8) | 50% of total taxable sales | \$77,475,697 |
| Sales Tax from New Employees | 1.0% of taxable sales | \$774,757 |
| Total GF Sales Tax Increase | | \$7,844,468 |

- (1) Based on the existing citywide income; from the Census data for the period between 2006 and 2010.
- (2) Based on the 2010 Bureau of Labor Statistics average taxable expenditure for households in the Western United States.
- (3) Based on existing distribution of retail space between incorporated and unincorporated areas.
- (4) Based on the tax allocation agreement with Fresno County, #03-001. The actual General Fund capture will vary based on the timing of sales and the City's overall retail sales tax growth.
- (5) Based on the existing citywide allocation between resident and non-resident employees.
- (6) EPS assumption.
- (7) Reflects 250 work days out of a year
- (8) Excludes employees that are Fresno residents to avoid double-counting; based on the 5-year average LED_LEHD data for primary employment and population in Fresno.

Sources: Bureau of Labor Statistics; LED_LEHD; and Economic & Planning Systems, Inc.

Table A-6
Motor Vehicle in Lieu of VLF Estimates*
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Total |
|---|----------------------------------|
| Existing Motor Vehicle in Lieu City of Fresno Citywide Value | \$36,473,000 \$27,327,298,568 |
| Assessed Value of New Growth New Growth as a Share of Existing Base | \$19,337,894,971 70.8% |
| Net Increase in Motor Vehicle in Lieu | \$25,809,761 |

^{*}Note: this analysis does not account for displaced assessed value from new development, which are likely minimal.

Sources: County Assessor's Office, and Economic & Planning Systems, Inc.

Table A-7 Alternative A

Real Estate Transfer Tax*

Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assumption | Total |
|---|--------------------------|------------------|
| Residential For-Sale | | |
| New For-Sale Value | | \$5,081,235,592 |
| Average Residential Turnover (1) | 7.8% a year | \$396,333,984 |
| Transfer Tax From Residential For-Sale Uses | \$0.55 per \$1,000 value | \$217,984 |
| Other Uses | | |
| Residential Rental Value | | \$4,979,939,974 |
| Non-Residential Value | | \$9,276,719,406 |
| Subtotal | | \$14,256,659,380 |
| Average Commercial Turnover (2) | 3.0% a year | \$427,699,781 |
| Transfer Tax From Commercial Uses | \$0.55 per \$1,000 value | \$235,235 |
| Total Real Estate Transfer Tax | | \$453,219 |

^{*}Reflects long-term average in property turnover likely to occur in lumps.

Sources: Rand California, Department of Finance, and Economic & Planning Systems, Inc.

⁽¹⁾ Based on the historic trend for single-family unit turnover in Fresno between 2002 and 2009.

⁽²⁾ Based on typical turnover trends for investment property; while Fresno-specific data is not available, residential rental and commercial uses typically turn over less frequently than residential for-sale uses.

Table A-8 Alternative A

Proposition 172 Proceeds Estimates*

Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Total |
|---|--------------------|
| Existing Sales Tax to the City Estimated Increase from New Growth | \$66,393,000 |
| Total % Increase | \$7,844,468 12% |
| Existing Prop 172 Proceeds | \$2,216,000 |
| Increase in Prop 172 Proceeds | \$261,825 |

^{*}Note: allocation of prop 172 depends on a more complex sales tax allocation methodology applied by the State based on relative growth in sales tax. This analysis utilizes a simplified approach as a proxy for potential prop 172 proceeds. The actual amount will vary on sales tax growth in other jurisdictions.

Sources: City of Fresno; and Economic & Planning Systems, Inc.

Table A-9
Operating Revenues Summary
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative A

| Item | Existing Service Level Total | Optimal Service Level Total |
|------------------------------|-------------------------------------|-----------------------------|
| Sales Tax | \$7,844,468 | \$7,844,468 |
| Prop 172 Sales Tax | \$261,825 | \$261,825 |
| Property Tax | \$33,080,286 | \$33,080,286 |
| Motor Vehicle In Lieu | \$25,809,761 | \$25,809,761 |
| Business Tax | \$10,288,662 | \$10,288,662 |
| Franchise Tax | \$4,714,274 | \$4,714,274 |
| Hotel Room Tax | \$4,160,622 | \$4,160,622 |
| Real Estate Transfer Tax | \$453,219 | \$453,219 |
| Card Room Receipts | \$658,550 | \$658,550 |
| Charges for Current Services | \$6,714,854 | \$6,714,854 |
| Intergovernmental | <u>\$2,199,556</u> | <u>\$2,199,556</u> |
| Total Revenues | \$96,186,076 | \$96,186,076 |

Sources: City of Fresno; and Economic & Planning Systems, Inc.

Table A-10 Alternative A
General Plan Cost Estimate for Fresno General Plan Fiscal Analysis; EPS #20132

| Item | | Existing Service Le | vel | Optimal Service L | evel |
|--|------------------|---|---|---|-----------------------------|
| | Assum | ption or factor / Unit | Amount | Assumption or factor / Unit | Amount |
| Police Department Cost E | stimating Fa | actors | | | |
| Sworn Officers | 4.00 | / 4 000 O ' D | 700 75 | 4.00 /4.000 October Day 1 | 4.044 |
| Service Level Avg. Annual Cost ² | | / 1,000 Service Pop. / Sworn Officer | 766.75 \$90,543,207 | 1.69 / 1,000 Service Pop. ¹ Same as Existing | 1,011 \$119,440,470 |
| • | φ110,001 | 7 Sworn Onicei | φ 9 0,3 4 3,207 | Same as Existing | \$119,440,470 |
| Non-Sworn Personnel Service Level | 0.33 | / 1,000 Service Pop. | 200 | 0.70 / 1,000 Service Pop. ¹ | 420 |
| Avg. Annual Cost ² | \$50,000 | · · | \$10,000,000 | Same as Existing | \$20,987,829 |
| • | φ30,000 | / | \$10,000,000 | Same as Existing | \$20,967,629 |
| Vehicles & Equipment Cost / Year ³ | \$5,600 | / Sworn Officer | \$4,293,800 | Same as Existing | \$5,664,185 |
| Vehicle O&M Cost ⁴ | \$44.53 | / Sworn / City Sq. Mile | \$3,550,850 | | \$4,684,119 |
| Substations ⁵ | | | | | |
| # of Stations | | Sq. Miles / Station | 4 | 21 Sq. Miles / Station | 5 |
| O&M cost Variable Cost Subtotal | \$35,000 | / substation | <u>\$120,000</u> \$108,507,857 | Same as Existing | \$120,000 \$150,896,603 |
| | (001110) | | φ100,307,037 | | φ130,090,003 |
| Police Budget (Adopted FY Total | <u>(2011-12)</u> | | \$143,983,700 | | \$186,372,446 |
| General Fund | | | \$143,983,700 | | \$172,661,346 |
| General Fund as a Share | of Total | | 90% | | 93% |
| Estimated Variable Costs | | | | | |
| as % of Total | | | 75% | | 81% |
| as % of General Fund | | | 83% | | 87% |
| General Plan Build-out Pro | | | | | |
| Increase Service Population | on | | 281,752 | | |
| Increased City Sq. Miles | | | 27.48 | | |
| Increased Personnel Cost | | | • | | |
| Sworn Non-Sworn | | New FTEs New FTEs | \$42,590,851 \$4,703,926 | 475.8 New FTEs 197.5 New FTEs | \$56,183,908 \$9,872,518 |
| | | | | 197.5 New F1E5 | |
| Increased Vehicle & Equip | ment Costs | i | \$2,019,772 | | \$2,664,391 |
| Increased Vehicle O&M Co | osts | | \$441,338 | | \$582,193 |
| Increased Substation O&M Costs | 1.0 | New Station(s) | <u>\$35,000</u> | 1.0 New Station(s) | <u>\$35,000</u> |
| Net Increase in General Fu | ınd Cost | | \$47,771,114 | | \$66,673,619 |
| Additional Cost of Providing Optimal Service to Existing Residents | | | \$0 | | \$42,388,746 |

⁽¹⁾ Based on a service standard of 2.00 sworn officers and .83 non-sworn personnel per 1,000 residents, as articulated in the '2025 Public Safety Needs Assessment', prepared by the Police Department in June, 2003. Standards have been translated to service population to account for the impact of employment.

Sources: Fresno PD and Economic & Planning Systems, Inc.

⁽²⁾ Estimate provided by the Department staff, include benefits and taxes.

⁽³⁾ Based on cost estimated provided in the '2025 Pulbic Safety Needs Assessment' adjusted for inflation using the CPI. Calculation assumes 2.5 officers per vehicle and an average life cycle of 5.0 years

⁽⁴⁾ Based on average vehicle miles traveled (20,000 / year in 2003) and O&M costs from "2025 Public Safety Needs Assessment."

⁽⁵⁾ According the Department, the existing number of substations is sub-optimal; a fifth (5th) substation, the Central District Police Station, was closed in January, 2011 as a result of budget cuts.

Table A-11
Fire Service
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| | Exis | sting Service Leve | el | Opt | imal Service Leve | I |
|--|------------------------|--------------------|--------------|-------------|-------------------|--------------|
| Item | Greenfield | Infill (1) | Total | Greenfield | Infill (1) | Total |
| Existing Average Cost per Firefighter | | | | | | |
| Sworn Firefighters | | | 317.65 | | | |
| Non-Contracted Sworn Firefighters (3) | | | 254 | | | |
| Firefighters per 1,000 Service Pop. | | | 0.42 | | | |
| Fire Department Budget (Adopted FY2011-12 Budget) | | | \$54,950,500 | | | |
| General Fund Cost | | | \$46,144,700 | | | |
| General Fund as a Share of Total | | | 84% | | | |
| Average General Fund Cost per Firefighter (rounded) | | | \$181,700 | | | \$181,700 |
| New Fire Department Needs | | | | | | |
| Fire Stations (3) | 4 | 0 | 4 | 4 | 1 | 5 |
| Engine Companies (3) | 4 | 3 | 7 | 4 | 5 | 9 |
| Firefighters per Engine Company (4) | 10.1 | 10.1 | | 13.5 | 13.5 | 13.5 |
| New Firefighters Required (rounded) | 41 | 30 | 71 | 54 | 68 | 122 |
| Variable General Fund Cost | | | | | | |
| Variable General Fund Funding Share (5) | 90% | 70% | | 90% | 70% | |
| Avg. Variable Cost per Firefighter (rounded) | \$163,500 | \$127,200 | | \$163,500 | \$127,200 | |
| Total Variable Cost | \$6,703,500 | \$3,816,000 | \$10,519,500 | \$8,829,000 | \$8,649,600 | \$17,478,600 |
| Operating Cost per Additional Fire Station (6) | \$125,000 | \$125,000 | | \$125,000 | \$125,000 | |
| Total Operating Cost per Additional Fire Station | \$500,000 | \$0 | \$500,000 | \$500,000 | \$125,000 | \$625,000 |
| Total General Fund Cost Increase | \$7,203,500 | \$3,816,000 | \$11,019,500 | \$9,329,000 | \$8,774,600 | \$18,103,600 |
| Additional Cost of Providing Optimal Service Standard to E | xisting Facilities (7) |) | na | \$0 | \$10,303,200 | \$10,303,200 |

⁽¹⁾ Excludes downtown; driven by densification of existing uses and additional calls for service resulting from new growth. Downtown has adequate capacity to support future growth.

Sources: Fresno FD and Economic & Planning Systems, Inc.

⁽²⁾ Net of the special district firefighters.

⁽³⁾ Provided by the Fire Department based on needs assessment.

⁽⁴⁾ Reflects the City's existing ratio of 3 firefighters per engine company assuming 3 shifts under the exiting service level and 4 firefighters per engine company under the optimal service level. Includes one relief position per 8 firefighters to cover any staff leave.

⁽⁵⁾ Reflects a net out of the fixed fire cost component, including administration. Given existing department expenditure allocation, the fixed cost share is assumed to be lower in infill relative to greenfield locations.

⁽⁶⁾ Estimated by the Fire Department; includes apparatus, equipment, maintenance cost, and utilities.

⁽⁷⁾ Based on the identified existing deficiency of 6 engines by the Fire Department needed to meet its service goals; assumes 13.5 firefighters per engine company.

Table A-12
PARCS Operating Cost Estimates
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assumption / Source | Total |
|--|----------------------------------|--------------------|
| Existing Parks (1) | City GIS Data | 944 acres |
| Park Facility Operational Cost (2) | \$6,000 / acre (EPS estimate) | \$5,662,800 |
| Other Departmental Costs (3) | | |
| Driven by Park Acre Growth | 30% EPS estimate | \$1,948,170 |
| Driven by Population Growth | 40% EPS estimate | \$2,597,560 |
| Fixed (in real terms) | 30% EPS estimate | <u>\$1,948,170</u> |
| Subtotal | | \$6,493,900 |
| Total Department Budget | City's Budget | \$12,156,700 |
| Net General Fund Cost | City's Budget | \$10,779,100 |
| % Share of Total Budget | , c | 89% |
| New Park Area and GP Buildout (4) | General Plan Alternative | 1,158 acres |
| Increase in Park Facility Operational Costs (New O | Growth Only) | |
| Existing Service Level | \$6,000 per acre | \$6,948,000 |
| Optimal Service Level | \$8,000 per acre | \$9,264,000 |
| Net Increase in Other PARCS Departmental Cost (| (New Growth Only) (5) | |
| Driven by Park Acre Growth | | \$2,390,317 |
| Driven by Population Growth | | \$1,136,542 |
| Subtotal | | \$3,526,859 |
| Total Net New Cost (6) | | |
| Existing Service Level | 100% of New Cost | \$10,474,859 |
| Optimal Service Level | Assigned to GF | \$12,790,859 |
| Additional Cost of Providing Optimal Service | | |
| Standard to Existing Facilities (7) | | \$1,887,600 |

⁽¹⁾ Reflect a range of park sizes and orientations from pocket parks and trails to regional scale parks; estimated acres to be refined on forthcoming data from PARCS. Note that trail maintenance has been shifted to public works.

Sources: Fresno PARCS Department and Economic & Planning Systems, Inc.

⁽²⁾ Reflects capital replacement cost; the cost of the City's maintenance for planned and custodial activities with other functions shifted to Public Works.

⁽³⁾ EPS assumption; includes other departmental functions, including administration and recreation services.

⁽⁴⁾ Estimated by Dyett & Bhatia; includes a range of park sizes.

⁽⁵⁾ Revised numbers to be provided by the PARCS Department.

⁽⁶⁾ Assumes that 100% of new PARCS costs are covered by the General Fund (currently about 89% of costs are covered by the General Fund).

⁽⁷⁾ Does not reflect an additional capital replacement funding deficiency.

Table A-13
Existing Public Works Infrastructure Estimate
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Existing Infrastructure | Source |
|---|--|--|
| Citywide Streets (1) Lane Miles Road Miles | 3,700 miles 1,700 miles | Fresno FY2010-11 Adopted Budget Fresno City staff |
| Parks Regional Parks Neighborhood Parks Other (2) Total | 566 acres 292 acres <u>86</u> acres 944 acres | GIS data layer provided by the City staff GIS data layer provided by the City staff EPS Assumption |
| Landscaping Maintained Square Footage Average Square Footage per Road Mile | 26,000,000 sq.ft. 15,294 sq.ft. | Fresno FY2010-11 Adopted Budget EPS |
| Sidewalks, Curbs, and Gutters Maintained Linear Feet Average Maintained Miles per Road Mile | 3,000 miles 1.8 linear ft. | "Building a Better Fresno" Public Works Letter EPS |
| Street Lights Maintained Lights Average Lights per Road Mile | 38,000 lights 22 lights | "Building a Better Fresno" Public Works Letter EPS |
| Road Signals Maintained Signals Average Signals per Road Mile | 488 signals 0.29 signals | Fresno FY2010-11 Adopted Budget EPS |
| Street Trees Maintained Trees Trees per Road Mile | 172,000 trees 101 trees | Fresno FY2010-11 Adopted Budget EPS |

⁽¹⁾ Reflect a mix of arterials, collectors, and residential streets.

⁽²⁾ Include pocket parks and trails; estimated at 10% of regional and neighborhood park area.

Table A-14 Alternative A
Public Works Existing Per Unit Cost Estimates and Budget Overview*
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assumption (1) | Existing Cost |
|--|-------------------------------|--------------------------------|
| Road Maintenance | | |
| Citywide Street Total | 3,700 lane miles | #40.000.000 |
| Cost (2) | \$3,600 per lane mile | \$13,986,000 |
| (less) Committed State Funding Sources (3) | | (\$13,986,000) |
| Net General Fund Share | | \$0 |
| Other Maintenance Functions | | |
| Park Maintenance | 044 | |
| Parks and Trails Cost | 944 acres \$4,000 per acre | \$3,775,000 |
| | \$4,000 per acre | φ3,773,000 |
| <u>Landscaping</u> Maintained Square Footage | 26,000,000 sq.ft. | |
| Cost | \$0.45 | \$11,700,000 |
| | ψ3.13 | Ψ11,700,000 |
| Sidewalks, Curbs, and Gutters Miles | 3.000 | |
| Cost | \$540 per mile | \$1,620,000 |
| Street Sweeping | Çeve per iline | ¥ 1,1==1,111 |
| Road Miles | 1,700 | |
| Cost | \$1,400 per mile | \$2,380,000 |
| Street Lights | | |
| Lights | 38,000 | |
| Cost | \$80 per light | \$3,040,000 |
| Road Signals | | |
| Signals | 488 | |
| Cost | \$4,500 per signal | \$2,196,000 |
| Street Tree Trimming | | |
| Street Trees | 172,000 | \$774.000 |
| Cost | \$4.50 per tree | \$774,000 |
| Other Operating and Maintenance Costs (4) | | \$2,406,000 |
| Total | | \$41,877,000 |
| (less) Non-GF Operating Revenue Sources | | |
| CFD | | (\$4,685,000) |
| State Funding (5) Community Sanitation User Fees | | (\$4,508,000) (\$9,954,200) |
| Other Sources (6) | | (\$1,077,600) |
| Subtotal | | (\$34,210,800) |
| Net General Fund Cost | | \$7,666,200 |
| (less) Debt Service | | (\$902,300) |
| Operating Net General Fund Cost | | \$6,763,900 |

^{*} Reflect existing sub-optimal levels of service; does not include parking and facilities management funds.

⁽¹⁾ Based on the Department's detailed budget by function totals.

⁽²⁾ Rounded; reflects patching, overlay, and sealing based on the State Controller's Roads Report.

⁽³⁾ Include Measure C, prop 42, and special gas taxes.

⁽⁴⁾ Include the cost of administration and overhead and other miscellaneous items.

⁽⁵⁾ Less of funding sources committed to road maintenance; include Measure C, prop 42, and special gas taxes.

⁽⁶⁾ Include citywide beautification, street tree trimming support, and special project revolving fund.

Table A-15
New Public Works Infrastructure Needs
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Units | Source / Estimating Factor (1) | Infrastructure Increase From New Growth |
|-------------------------------|------------|--------------------------------|--|
| Road Maintenance (2) | lane miles | Dyett & Bhatia | 547 |
| Park Maintenance | acres | Dyett & Bhatia | 1,158 |
| Landscaping | sq.ft. | 15,294 per road mile | 3,094,146 |
| Sidewalks, Curbs, and Gutters | miles | 1.8 per road mile | 357 |
| Street Sweeping | road miles | Dyett & Bhatia | 202 |
| Street Lights | lights | 22.4 per road mile | 4,522 |
| Road Signals | signals | 0.3 per road mile | 58 |
| Street Tree Trimming | trees | 101 per road mile | 20,469 |

⁽¹⁾ Non Dyett & Bhatia ratio assumptions are based on the existing citywide average.

⁽²⁾ Reflect a mix of arterials, collectors, and residential streets.

Table A-16
Public Works Cost Estimates From New Growth and the General Fund Cost Share
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| | Existing Service | Level | Optimal Service Leve | el |
|--------------------------------------|-----------------------|--------------------|-----------------------|--------------------|
| Item | Per Unit | Buildout Total | Per Unit (1) | Buildout Tota |
| Key Operating Expenditures | | | | |
| Road Maintenance (2) | \$3,600 per lane mile | \$1,968,257 | \$7,000 per lane mile | \$3,827,166 |
| Park Maintenance | \$4,000 per acre | \$4,632,000 | \$6,000 per acre | \$6,948,000 |
| Landscaping | \$0.45 per sq.ft. | \$1,392,366 | \$0.70 per sq.ft. | \$2,165,902 |
| Sidewalks, Curbs, and Gutters | \$540 per mile | \$192,789 | \$800 per mile | \$285,613 |
| Street Sweeping | \$1,400 per road mile | \$283,233 | \$1,400 per road mile | \$283,233 |
| Street Lights | \$80 per light | \$361,777 | \$120 per light | \$542,666 |
| Road Signals | \$4,500 per signal | \$261,336 | \$7,000 per signal | \$406,523 |
| Street Tree Trimming | \$4.50 per tree | <u>\$92,110</u> | \$40 per tree | <u>\$818,759</u> |
| Total Cost | | \$9,183,869 | | \$15,277,862 |
| (less) Offsetting Non-General Fund R | evenues (3) | | | |
| CFD Funding (4) | | (\$707,000) | | (\$1,175,000) |
| State Funding (5) | | (\$2,035,000) | | (\$2,035,000) |
| Comm. Sanitation User Fees (6) | | (\$5,329,000) | | (\$5,329,000) |
| Other Revenues (7) | | <u>(\$507,000)</u> | | <u>(\$507,000)</u> |
| Subtotal | | (\$8,578,000) | | (\$9,046,000) |
| Net General Fund Cost Increase | | | | |
| From New Growth | | \$605,869 | | \$6,231,862 |
| Additional Cost of Providing Optimal | | \$0 | | \$19 545 800 |

⁽¹⁾ EPS assumption based on comparable jurisdictions; reflects an increase in Fresno's existing service level.

\$0

Sources: City of Fresno Public Works Department and Economic & Planning Systems, Inc.

Service Standard to Existing Facilities

\$19,545,800

⁽²⁾ Cost estimate reflects a weighted mix of arterials, collectors, and residential streets.

⁽³⁾ Rounded; for simplification the analysis assumes these funds are relatively fungible across operating expense categories although in reality some are restricted.

⁽⁴⁾ Additional special district funding is likely to be imposed on some new development in Fresno; this funding is assumed to cover all of the key Public Works categories shown above.

⁽⁵⁾ Includes Measure C, prop 42, and special gas taxes; based on the growth in retail sales tax relative to the existing base.

⁽⁶⁾ Based on the existing monthly charge of \$6.23 per household.

⁽⁷⁾ Reflect other revenues such as citywide beautification, street tree trimming support, and special project revolving fund; estimated at \$2 per service population based on the existing budget.

Table A-17
Operating Expenditures Summary
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative A

| Item | Existing Service Level Total | Optimal Service Level Total |
|-------------------------------------|-------------------------------------|-----------------------------|
| City Council | \$259,676 | \$259,676 |
| Office of the Mayor | \$166,049 | \$166,049 |
| City Clerk | \$61,556 | \$61,556 |
| Police | \$47,771,114 | \$66,673,619 |
| Fire | \$11,019,500 | \$18,103,600 |
| Parks & Recreation | \$10,474,859 | \$12,790,859 |
| Public Works | \$605,869 | \$6,231,862 |
| General City Purpose | \$83,765 | \$83,765 |
| Development and Resource Management | \$181,948 | \$181,948 |
| Finance | <u>\$1,332,575</u> | <u>\$1,332,575</u> |
| Total Operating Expenditures | \$71,956,909 | \$105,885,508 |

Sources: City of Fresno; and Economic & Planning Systems, Inc.

Table A-18
Fiscal Impact Summary
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| ltem | Existing Service Level Total | Optimal Service Level Total |
|-------------------------------------|------------------------------|-----------------------------|
| Operating Revenues | | |
| Sales Tax | \$7,844,468 | \$7,844,468 |
| Prop 172 Sales Tax | \$261,825 | \$261,825 |
| Property Tax | \$33,080,286 | \$33,080,286 |
| Motor Vehicle In Lieu | \$25,809,761 | \$25,809,761 |
| Business Tax | \$10,288,662 | \$10,288,662 |
| Franchise Tax | \$4,714,274 | \$4,714,274 |
| Hotel Room Tax | \$4,160,622 | \$4,160,622 |
| Real Estate Transfer Tax | \$453,219 | \$453,219 |
| Card Room Receipts | \$658,550 | \$658,550 |
| Charges for Current Services | \$6,714,854 | \$6,714,854 |
| Intergovernmental | <u>\$2,199,556</u> | <u>\$2,199,556</u> |
| Subtotal | \$96,186,076 | \$96,186,076 |
| Operating Expenditures | | |
| City Council | \$259,676 | \$259,676 |
| Office of the Mayor | \$166,049 | \$166,049 |
| City Clerk | \$61,556 | \$61,556 |
| Police | \$47,771,114 | \$66,673,619 |
| Fire | \$11,019,500 | \$18,103,600 |
| Parks & Recreation | \$10,474,859 | \$12,790,859 |
| Public Works | \$605,869 | \$6,231,862 |
| General City Purpose | \$83,765 | \$83,765 |
| Development and Resource Management | \$181,948 | \$181,948 |
| Finance | <u>\$1,332,575</u> | <u>\$1,332,575</u> |
| Subtotal | \$71,956,909 | \$105,885,508 |
| Net Impact | \$24,229,167 | (\$9,699,431 |

Sources: City of Fresno; and Economic & Planning Systems, Inc.

Administrative Draft Report

APPENDIX B
General Plan Development Alternative B

Table B-1
Development Program
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative B

| | In | fill | Greenfield | Total | Al | location Assumptions | |
|---------------------|--------------|--------------|-------------------|---------------|---------------------|----------------------|----------|
| Item | Downtown | Other Infill | | | Assessment District | Outside City Limits | % Rental |
| Residential (units) | | | | | | | |
| Single Family | 0 | 3,249 | 26,326 | 29,575 | 8% | 65% | 25% |
| Townhome | 2,170 | 2,612 | 11,252 | 16,034 | 4% | 65% | 50% |
| Multifamily | <u>8,681</u> | <u>4,710</u> | <u>19,953</u> | <u>33,344</u> | 5% | 54% | 90% |
| Subtotal | 10,851 | 10,571 | 57,531 | 78,953 | | | |
| Commercial (sq.ft.) | | | | | | | |
| Retail | 2,600,000 | 8,489,735 | 4,758,321 | 15,848,056 | 24% | 25% | na |
| Office | 5,400,000 | 5,321,767 | 5,366,808 | 16,088,575 | 3% | 34% | na |
| Industrial | 3,100,000 | 8,483,548 | <u>25,816,065</u> | 37,399,613 | 5% | 67% | na |
| Subtotal | 11,100,000 | 22,295,049 | 35,941,194 | 69,336,243 | | | |

Sources: Dyett & Bhatia, and Economic & Planning Systems, Inc.

Table B-2
Development Program Detail
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative B

| Item | Occupied Uses | New Population | New Employment | Service Pop (1) | | Assessed | d Values (2) | |
|---------------|---------------|-----------------------|----------------|-----------------|-----------------|-----------------|------------------|------------------|
| | | | | _ | Downtown | Other Infill | Greenfield | Total |
| Residential | | | | | | | | |
| Single Family | 27,800 | 85,347 | na | 85,347 | \$0 | \$536,085,000 | \$4,343,764,840 | \$4,879,849,840 |
| Townhome | 15,072 | 46,271 | na | 46,271 | \$303,828,000 | \$365,680,000 | \$1,575,274,272 | \$2,244,782,272 |
| Multifamily | 31,344 | 96,225 | <u>na</u> | 96,225 | \$881,101,200 | \$478,065,000 | \$2,025,265,457 | \$3,384,431,657 |
| Subtotal | 74,216 | 227,843 | 0 | 227,843 | \$1,184,929,200 | \$1,379,830,000 | \$7,944,304,569 | \$10,509,063,769 |
| Commercial | | | | | | | | |
| Retail | 588,666 | na | 36,451 | 18,226 | \$520,000,000 | \$1,697,946,946 | \$951,664,211 | \$3,169,611,157 |
| Office | 861,345 | na | 42,290 | 21,145 | \$1,296,000,000 | \$1,277,224,023 | \$1,288,033,890 | \$3,861,257,913 |
| Industrial | 1,734,964 | <u>na</u> | 50,222 | <u>25,111</u> | \$155,000,000 | \$424,177,383 | \$1,290,803,265 | \$1,869,980,647 |
| Subtotal | 3,184,974 | na | 128,963 | 64,482 | \$1,971,000,000 | \$3,399,348,352 | \$3,530,501,365 | \$8,900,849,717 |
| Total | 3,259,190 | 227,843 | 128,963 | 292,325 | \$3,155,929,200 | \$4,779,178,352 | \$11,474,805,935 | \$19,409,913,487 |

⁽¹⁾ Calculated by adding residential population and half of non-resident employment.

Sources: Dyett & Bhatia, and Economic & Planning Systems, Inc.

⁽²⁾ Based on the historic distribution of ownership versus rental product going forward; this analysis does not consider any assessed value roll exemptions associated with affordable housing given the recent reduction in grant funding and elimination of redevelopment.

Table B-3
Fresno General Fund Property Tax Share Estimate*
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative B

| Item | FY2010-2011 | FY2011-2012 | Source |
|-------------------------------------|------------------|------------------|-----------------------------------|
| Citywide Assessed Value | | | |
| Gross | \$28,034,081,476 | \$27,327,298,568 | County Auditor Tax Rate Book |
| Net (1) | \$27,646,156,415 | \$26,946,100,044 | County Auditor Tax Rate Book |
| Gross Redevelopment Area Value | \$3,576,281,233 | \$3,603,721,187 | County Auditor Tax Rate Book |
| Property Tax | \$276,461,564 | \$269,461,000 | 1% of Net Citywide AV |
| General Fund Property Tax Share (2) | | | |
| Total (3) | \$54,882,284 | \$53,492,554 | County Auditor Schedule of Levies |
| With No RDA (4) | \$60,125,515 | \$60,586,844 | County Auditor Schedule of Levies |
| Citywide General Fund Capture | | | |
| Average | 19.9% | 19.9% | EPS estimate |
| Net of RDA | 21.7% | 22.5% | EPS estimate |

^{*}Note: this analysis does not reflect the change in assessed value over time. This change is likely to fluctuate and will vary among different geographic areas within the City based on a range of factors.

Sources: Fresno County Auditor's Office; and Economic & Planning Systems, Inc.

⁽¹⁾ Reflects exemptions not subject to property tax (e.g. home owner exemptions).

⁽²⁾ Net of Triple Flip/Reverse ERAF.

⁽³⁾ With RDA funds; FY2011-12 estimates are based on the annual change in the citywide assessed value growth between FY2010-11 and FY2011-12.

⁽⁴⁾ Net of the tax increment shifted from the City's General Fund to the RDA (above the frozen base) net of the City's General Fund share of pass throughs; FY2011-12 estimates are based on the annual growth in the property value in redevelopment areas between FY2010-11 and FY2011-12.

Table B-4
Property Tax Estimates*
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Factor | Existing City Limits | Outside City Limits (1) | Total |
|-------------------------------------|--------|-----------------------------|-------------------------|------------------|
| Property Tax New Assessed Value | | \$9,629,634,159 | \$9,780,279,328 | \$19,409,913,487 |
| Property Tax | 1.0% | \$96,296,342 | \$97,802,793 | \$194,099,135 |
| Fresno's General Fund Share (2) | | 22.1% | 15.2% | |
| Total Fresno General Fund Share (3) | | \$21,297,233 | \$8,176,314 | \$29,473,547 |

^{*}Note: this analysis does not account for displaced assessed value from new development, which are likely minimal.

Sources: County Assessor's Office, and Economic & Planning Systems, Inc.

⁽¹⁾ Growth outside the City limits is assumed to be annexed to the City with property tax subject to the existing tax allocation agreement with the County.

⁽²⁾ Post ERAF; based on the average between FY2010-11 and FY2011-12. The estimate is below the pre-ERAF share estimated at 27.8% based on the TRA breakdowns provided by the County Assessor's office. This factor does not vary by infill or greenfield location as geography-specific information about the General Fund capture within the City is not available. The share outside city limits is based on the tax allocation agreement with Fresno County, #03-001. The County's post-ERAF share of property tax in unincorporated areas around Fresno is estimated to ranges between 35% and 45%.

Table B-5
Sales Tax Estimates
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assumptions | Total |
|--|--|---|
| SALES TAX GENERATED BY NEW RESIDENTS Average Median Income (1) HH Retail Expenditure (2) | 29.7% | \$43,124 \$12,806 |
| New Occupied Households Total Retail Expenditure | | 74,216 \$950,399,059 |
| Taxable Expenditures Captured in Fresno Inside Existing City Limits In Areas to be Annexed (3) | 80% of retail expenditures 75% 25% | \$760,319,247 \$571,573,587 \$188,745,660 |
| Sales Tax from New Residents Inside Existing City Limits In Areas to be Annexed (4) | 1.0% of taxable sales 0.95% | \$5,715,736 <u>\$1,347,959</u> |
| Total Sales Tax From New Residents | | \$7,063,695 |
| SALES TAX GENERATED BY NEW EMPLOYEES New Employment Non-Resident Employment (5) Daily Taxable Employee Spending in Fresno (6) Annual Taxable Spending by Employees (7) | \$10 per employee | 128,963 63,994 \$639,945 \$159,986,244 |
| Net New Taxable Sales (8) | 50% of total taxable sales | \$79,388,966 |
| Sales Tax from New Employees | 1.0% of taxable sales | \$793,890 |
| Total GF Sales Tax Increase | | \$7,857,585 |

- (1) Based on the existing citywide income; from the Census data for the period between 2006 and 2010.
- (2) Based on the 2010 Bureau of Labor Statistics average taxable expenditure for households in the Western United States.
- (3) Based on existing distribution of retail space between incorporated and unincorporated areas.
- (4) Based on the tax allocation agreement with Fresno County, #03-001. The actual General Fund capture will vary based on the timing of sales and the City's overall retail sales tax growth.
- (5) Based on the existing citywide allocation between resident and non-resident employees.
- (6) EPS assumption.
- (7) Reflects 250 work days out of a year
- (8) Excludes employees that are Fresno residents to avoid double-counting; based on the 5-year average LED_LEHD data for primary employment and population in Fresno.

Sources: Bureau of Labor Statistics; LED_LEHD; and Economic & Planning Systems, Inc.

Table B-6

Motor Vehicle in Lieu of VLF Estimates*

Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Total |
|---|----------------------------------|
| Existing Motor Vehicle in Lieu City of Fresno Citywide Value | \$36,473,000 \$27,327,298,568 |
| Assessed Value of New Growth New Growth as a Share of Existing Base | \$19,409,913,487 71.0% |
| Net Increase in Motor Vehicle in Lieu | \$25,905,882 |

^{*}Note: this analysis does not account for displaced assessed value from new development, which are likely minimal.

Sources: County Assessor's Office, and Economic & Planning Systems, Inc.

Table B-7 Alternative B

Real Estate Transfer Tax*

Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assumption | Total |
|---|--------------------------|------------------|
| Residential For-Sale | | |
| New For-Sale Value | | \$5,356,812,764 |
| Average Residential Turnover (1) | 7.8% a year | \$417,828,874 |
| Transfer Tax From Residential For-Sale Uses | \$0.55 per \$1,000 value | \$229,806 |
| Other Uses | | |
| Residential Rental Value | | \$5,152,251,006 |
| Non-Residential Value | | \$8,900,849,717 |
| Subtotal | | \$14,053,100,723 |
| Average Commercial Turnover (2) | 3.0% a year | \$421,593,022 |
| Transfer Tax From Commercial Uses | \$0.55 per \$1,000 value | \$231,876 |
| Total Real Estate Transfer Tax | | \$461,682 |

^{*}Reflects long-term average in property turnover likely to occur in lumps.

Sources: Rand California, Department of Finance, and Economic & Planning Systems, Inc.

⁽¹⁾ Based on the historic trend for single-family unit turnover in Fresno between 2002 and 2009.

⁽²⁾ Based on typical turnover trends for investment property; while Fresno-specific data is not available, residential rental and commercial uses typically turn over less frequently than residential for-sale uses.

Table B-8 Alternative B

Proposition 172 Proceeds Estimates*

Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Total |
|---|--------------------|
| Existing Sales Tax to the City Estimated Increase from New Growth | \$66,393,000 |
| Total % Increase | \$7,857,585 12% |
| Existing Prop 172 Proceeds | \$2,216,000 |
| Increase in Prop 172 Proceeds | \$262,263 |

^{*}Note: allocation of prop 172 depends on a more complex sales tax allocation methodology applied by the State based on relative growth in sales tax. This analysis utilizes a simplified approach as a proxy for potential prop 172 proceeds. The actual amount will vary on sales tax growth in other jurisdictions.

Sources: City of Fresno; and Economic & Planning Systems, Inc.

Table B-9
Operating Revenues Summary
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Existing Service Level Total | Optimal Service Level Total | |
|------------------------------|-------------------------------------|-----------------------------|--|
| Sales Tax | \$7,857,585 | \$7,857,585 | |
| Prop 172 Sales Tax | \$262,263 | \$262,263 | |
| Property Tax | \$29,473,547 | \$29,473,547 | |
| Motor Vehicle In Lieu | \$25,905,882 | \$25,905,882 | |
| Business Tax | \$10,542,742 | \$10,542,742 | |
| Franchise Tax | \$4,891,182 | \$4,891,182 | |
| Hotel Room Tax | \$4,316,754 | \$4,316,754 | |
| Real Estate Transfer Tax | \$461,682 | \$461,682 | |
| Card Room Receipts | \$683,262 | \$683,262 | |
| Charges for Current Services | \$6,966,835 | \$6,966,835 | |
| Intergovernmental | <u>\$2,282,096</u> | <u>\$2,282,096</u> | |
| Total Revenues | \$93,643,829 | \$93,643,829 | |

Sources: City of Fresno; and Economic & Planning Systems, Inc.

Table B-10

Alternative B

General Plan Cost Estimate for Fresno General Plan Fiscal Analysis; EPS #20132

| Item | Existing Service Le | evel | Optimal Service L | evel |
|--|--|---|---|---|
| | Assumption or factor / Unit | Amount | Assumption or factor / Unit | Amount |
| Police Department Cost E | stimating Factors | | | |
| Sworn Officers Service Level Avg. Annual Cost ² | 1.28 / 1,000 Service Pop. \$118,087 / Sworn Officer | 766.75 \$90,543,207 | 1.69 / 1,000 Service Pop. ¹ Same as Existing | 1,011 \$119,440,470 |
| Non-Sworn Personnel | | | | |
| Service Level | 0.33 / 1,000 Service Pop. | 200 | 0.70 / 1,000 Service Pop.1 | 420 |
| Avg. Annual Cost ² | \$50,000 / FTE | \$10,000,000 | Same as Existing | \$20,987,829 |
| Vehicles & Equipment Cost / Year ³ | \$5,600 / Sworn Officer | \$4,293,800 | Same as Existing | \$5,664,185 |
| Vehicle O&M Cost⁴ | \$44.53 / Sworn / City Sq. Mile | \$3,550,850 | | \$4,684,119 |
| Substations ⁵ # of Stations O&M cost Variable Cost Subtotal | 26 Sq. Miles / Station \$35,000 / substation | 4 <u>\$120,000</u> \$108,507,857 | 21 Sq. Miles / Station Same as Existing | 5 <u>\$120,000</u> \$150,896,603 |
| Police Budget (Adopted FY Total General Fund General Fund as a Share Estimated Variable Costs as % of Total as % of General Fund | | \$143,983,700 \$130,272,600 90% 75% 83% | | \$186,372,446 \$172,661,346 93% 81% 87% |
| General Plan Build-out Pro Increase Service Population Increased City Sq. Miles | | 292,325 35.48 | | |
| Increased Personnel Cost Sworn Non-Sworn | s 374.2 New FTEs 97.6 New FTEs | \$44,189,114 \$4,880,445 | 493.6 New FTEs 204.9 New FTEs | \$58,292,264 \$10,242,994 |
| Increased Vehicle & Equip | oment Costs | \$2,095,565 | | \$2,764,374 |
| Increased Vehicle O&M Co | osts | \$591,153 | | \$779,822 |
| Increased Substation O&M Costs | 1.0 New Station(s) | \$35,000 | 2.0 New Station(s) | \$70,000 |
| Net Increase in General Fu | und Cost | \$49,695,712 | | \$69,385,081 |
| Additional Cost of Providing Optimal Service to Existing Residents | | \$0 | | \$42,388,746 |

⁽¹⁾ Based on a service standard of 2.00 sworn officers and .83 non-sworn personnel per 1,000 residents, as articulated in the '2025 Public Safety Needs Assessment', prepared by the Police Department in June, 2003. Standards have been translated to service population to account for the impact of employment.

Sources: Fresno PD and Economic & Planning Systems, Inc.

⁽²⁾ Estimate provided by the Department staff, include benefits and taxes.

⁽³⁾ Based on cost estimated provided in the '2025 Pulbic Safety Needs Assessment' adjusted for inflation using the CPI. Calculation assumes 2.5 officers per vehicle and an average life cycle of 5.0 years

⁽⁴⁾ Based on average vehicle miles traveled (20,000 / year in 2003) and O&M costs from "2025 Public Safety Needs Assessment."

⁽⁵⁾ According the Department, the existing number of substations is sub-optimal; a fifth (5th) substation, the Central District Police Station, was closed in January, 2011 as a result of budget cuts.

Table B-11
Fire Service
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| | Exis | sting Service Leve | el | Opt | imal Service Leve | l |
|--|------------------------|--------------------|--------------|-------------|-------------------|--------------|
| Item | Greenfield | Infill (1) | Total | Greenfield | Infill (1) | Total |
| Existing Average Cost per Firefighter | | | | | | |
| Sworn Firefighters | | | 317.65 | | | |
| Non-Contracted Sworn Firefighters (3) | | | 254 | | | |
| Firefighters per 1,000 Service Pop. | | | 0.42 | | | |
| Fire Department Budget (Adopted FY2011-12 Budget) | | | \$54,950,500 | | | |
| General Fund Cost | | | \$46,144,700 | | | |
| General Fund as a Share of Total | | | 84% | | | |
| Average General Fund Cost per Firefighter (rounded) | | | \$181,700 | | | \$181,700 |
| New Fire Department Needs | | | | | | |
| Fire Stations (3) | 4 | 0 | 4 | 4 | 1 | 5 |
| Engine Companies (3) | 4 | 3 | 7 | 4 | 5 | 9 |
| Firefighters per Engine Company (4) | 10.1 | 10.1 | | 13.5 | 13.5 | 13.5 |
| New Firefighters Required (rounded) | 41 | 30 | 71 | 54 | 68 | 122 |
| Variable General Fund Cost | | | | | | |
| Variable General Fund Funding Share (5) | 90% | 70% | | 90% | 70% | |
| Avg. Variable Cost per Firefighter (rounded) | \$163,500 | \$127,200 | | \$163,500 | \$127,200 | |
| Total Variable Cost | \$6,703,500 | \$3,816,000 | \$10,519,500 | \$8,829,000 | \$8,649,600 | \$17,478,600 |
| Operating Cost per Additional Fire Station (6) | \$125,000 | \$125,000 | | \$125,000 | \$125,000 | |
| Total Operating Cost per Additional Fire Station | \$500,000 | \$0 | \$500,000 | \$500,000 | \$125,000 | \$625,000 |
| Total General Fund Cost Increase | \$7,203,500 | \$3,816,000 | \$11,019,500 | \$9,329,000 | \$8,774,600 | \$18,103,600 |
| Additional Cost of Providing Optimal Service Standard to E | xisting Facilities (7) | | na | \$0 | \$10,303,200 | \$10,303,200 |

⁽¹⁾ Excludes downtown; driven by densification of existing uses and additional calls for service resulting from new growth. Downtown has adequate capacity to support future growth.

Sources: Fresno FD and Economic & Planning Systems, Inc.

⁽²⁾ Net of the special district firefighters.

⁽³⁾ Provided by the Fire Department based on needs assessment.

⁽⁴⁾ Reflects the City's existing ratio of 3 firefighters per engine company assuming 3 shifts under the exiting service level and 4 firefighters per engine company under the optimal service level. Includes one relief position per 8 firefighters to cover any staff leave.

⁽⁵⁾ Reflects a net out of the fixed fire cost component, including administration. Given existing department expenditure allocation, the fixed cost share is assumed to be lower in infill relative to greenfield locations.

⁽⁶⁾ Estimated by the Fire Department; includes apparatus, equipment, maintenance cost, and utilities.

⁽⁷⁾ Based on the identified existing deficiency of 6 engines by the Fire Department needed to meet its service goals; assumes 13.5 firefighters per engine company.

Table B-12
PARCS Operating Cost Estimates
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assumption / Source | Total | |
|--|----------------------------------|--------------------|--|
| Existing Parks (1) | City GIS Data | 944 acres | |
| Park Facility Operational Cost (2) | \$6,000 / acre (EPS estimate) | \$5,662,800 | |
| Other Departmental Costs (3) | | | |
| Driven by Park Acre Growth | 30% EPS estimate | \$1,948,170 | |
| Driven by Population Growth | 40% EPS estimate | \$2,597,560 | |
| Fixed (in real terms) | 30% EPS estimate | <u>\$1,948,170</u> | |
| Subtotal | | \$6,493,900 | |
| Total Department Budget | City's Budget | \$12,156,700 | |
| Net General Fund Cost | City's Budget | \$10,779,100 | |
| % Share of Total Budget | , 5 | 89% | |
| New Park Area and GP Buildout (4) | General Plan Alternative | 1,258 acres | |
| Increase in Park Facility Operational Costs (New O | Growth Only) | | |
| Existing Service Level | \$6,000 per acre | \$7,548,000 | |
| Optimal Service Level | \$8,000 per acre | \$10,064,000 | |
| Net Increase in Other PARCS Departmental Cost (| New Growth Only) (5) | | |
| Driven by Park Acre Growth | | \$2,596,734 | |
| Driven by Population Growth | | \$1,183,385 | |
| Subtotal | | \$3,780,120 | |
| Total Net New Cost (6) | | | |
| Existing Service Level | 100% of New Cost | \$11,328,120 | |
| Optimal Service Level | Assigned to GF | \$13,844,120 | |
| Additional Cost of Providing Optimal Service | | | |
| Standard to Existing Facilities (7) | | \$1,887,600 | |

⁽¹⁾ Reflect a range of park sizes and orientations from pocket parks and trails to regional scale parks; estimated acres to be refined on forthcoming data from PARCS. Note that trail maintenance has been shifted to public works.

Sources: Fresno PARCS Department and Economic & Planning Systems, Inc.

⁽²⁾ Reflects capital replacement cost; the cost of the City's maintenance for planned and custodial activities with other functions shifted to Public Works.

⁽³⁾ EPS assumption; includes other departmental functions, including administration and recreation services.

⁽⁴⁾ Estimated by Dyett & Bhatia; includes a range of park sizes.

⁽⁵⁾ Revised numbers to be provided by the PARCS Department.

⁽⁶⁾ Assumes that 100% of new PARCS costs are covered by the General Fund (currently about 89% of costs are covered by the General Fund).

⁽⁷⁾ Does not reflect an additional capital replacement funding deficiency.

Table B-13

Existing Public Works Infrastructure Estimate

Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative B

Existing Public Works Infrastructure Estimate

| Item | Existing Infrastructure | e Source |
|---|--|--|
| Citywide Streets (1) Lane Miles Road Miles | 3,700 miles 1,700 miles | Fresno FY2010-11 Adopted Budget Fresno City staff |
| Parks Regional Parks Neighborhood Parks Other (2) Total | 566 acres 292 acres <u>86</u> acres 944 acres | GIS data layer provided by the City staff GIS data layer provided by the City staff EPS Assumption |
| Landscaping Maintained Square Footage Average Square Footage per Road Mile | 26,000,000 sq.ft. 15,294 sq.ft. | Fresno FY2010-11 Adopted Budget EPS |
| Sidewalks, Curbs, and Gutters Maintained Linear Feet Average Maintained Miles per Road Mile | 3,000 miles 1.8 linear ft. | "Building a Better Fresno" Public Works Letter EPS |
| Street Lights Maintained Lights Average Lights per Road Mile | 38,000 lights 22 lights | "Building a Better Fresno" Public Works Letter EPS |
| Road Signals Maintained Signals Average Signals per Road Mile | 488 signals 0.29 signals | Fresno FY2010-11 Adopted Budget EPS |
| Street Trees Maintained Trees Trees per Road Mile | 172,000 trees 101 trees | Fresno FY2010-11 Adopted Budget EPS |

⁽¹⁾ Reflect a mix of arterials, collectors, and residential streets.

⁽²⁾ Include pocket parks and trails; estimated at 10% of regional and neighborhood park area.

Table B-14 Alternative B
Public Works Existing Per Unit Cost Estimates and Budget Overview*
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assumption (1) | Existing Cost |
|--|-------------------------------|--------------------------------|
| Road Maintenance | | |
| Citywide Street Total | 3,700 lane miles | #40.000.000 |
| Cost (2) | \$3,600 per lane mile | \$13,986,000 |
| (less) Committed State Funding Sources (3) | | (\$13,986,000) |
| Net General Fund Share | | \$0 |
| Other Maintenance Functions | | |
| Park Maintenance | 044 | |
| Parks and Trails Cost | 944 acres \$4,000 per acre | \$3,775,000 |
| | \$4,000 per acre | φ3,773,000 |
| <u>Landscaping</u> Maintained Square Footage | 26,000,000 sq.ft. | |
| Cost | \$0.45 | \$11,700,000 |
| | ψ3.13 | Ψ11,700,000 |
| Sidewalks, Curbs, and Gutters Miles | 3.000 | |
| Cost | \$540 per mile | \$1,620,000 |
| Street Sweeping | tere berime | ¥ 1,1==1,111 |
| Road Miles | 1,700 | |
| Cost | \$1,400 per mile | \$2,380,000 |
| Street Lights | | |
| Lights | 38,000 | |
| Cost | \$80 per light | \$3,040,000 |
| Road Signals | | |
| Signals | 488 | |
| Cost | \$4,500 per signal | \$2,196,000 |
| Street Tree Trimming | | |
| Street Trees | 172,000 | \$774.000 |
| Cost | \$4.50 per tree | \$774,000 |
| Other Operating and Maintenance Costs (4) | | \$2,406,000 |
| Total | | \$41,877,000 |
| (less) Non-GF Operating Revenue Sources | | |
| CFD | | (\$4,685,000) |
| State Funding (5) Community Sanitation User Fees | | (\$4,508,000) (\$9,954,200) |
| Other Sources (6) | | (\$1,077,600) |
| Subtotal | | (\$34,210,800) |
| Net General Fund Cost | | \$7,666,200 |
| (less) Debt Service | | (\$902,300) |
| Operating Net General Fund Cost | | \$6,763,900 |

^{*} Reflect existing sub-optimal levels of service; does not include parking and facilities management funds.

⁽¹⁾ Based on the Department's detailed budget by function totals.

⁽²⁾ Rounded; reflects patching, overlay, and sealing based on the State Controller's Roads Report.

⁽³⁾ Include Measure C, prop 42, and special gas taxes.

⁽⁴⁾ Include the cost of administration and overhead and other miscellaneous items.

⁽⁵⁾ Less of funding sources committed to road maintenance; include Measure C, prop 42, and special gas taxes.

⁽⁶⁾ Include citywide beautification, street tree trimming support, and special project revolving fund.

Table B-15
New Public Works Infrastructure Needs
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Units | Source / Estimating Factor (1) | Infrastructure Increase From New Growth |
|-------------------------------|------------|--------------------------------|--|
| Road Maintenance (2) | lane miles | Dyett & Bhatia | 741 |
| Park Maintenance | acres | Dyett & Bhatia | 1,258 |
| Landscaping | sq.ft. | 15,294 per road mile | 4,203,107 |
| Sidewalks, Curbs, and Gutters | miles | 1.8 per road mile | 485 |
| Street Sweeping | road miles | Dyett & Bhatia | 275 |
| Street Lights | lights | 22.4 per road mile | 6,143 |
| Road Signals | signals | 0.3 per road mile | 79 |
| Street Tree Trimming | trees | 101 per road mile | 27,805 |

⁽¹⁾ Non Dyett & Bhatia ratio assumptions are based on the existing citywide average.

⁽²⁾ Reflect a mix of arterials, collectors, and residential streets.

Table B-16
Public Works Cost Estimates From New Growth and the General Fund Cost Share
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| | Existing Service | Level | Optimal Service Leve | el |
|--|-----------------------|------------------|-----------------------|---------------|
| Item | Per Unit | Buildout Total | Per Unit (1) | Buildout Tota |
| Key Operating Expenditures | | | | |
| Road Maintenance (2) | \$3,600 per lane mile | \$2,666,745 | \$7,000 per lane mile | \$5,185,337 |
| Park Maintenance | \$4,000 per acre | \$5,032,000 | \$6,000 per acre | \$7,548,000 |
| Landscaping | \$0.45 per sq.ft. | \$1,891,398 | \$0.70 per sq.ft. | \$2,942,175 |
| Sidewalks, Curbs, and Gutters | \$540 per mile | \$261,886 | \$800 per mile | \$387,979 |
| Street Sweeping | \$1,400 per road mile | \$384,746 | \$1,400 per road mile | \$384,746 |
| Street Lights | \$80 per light | \$491,440 | \$120 per light | \$737,160 |
| Road Signals | \$4,500 per signal | \$355,001 | \$7,000 per signal | \$552,224 |
| Street Tree Trimming | \$4.50 per tree | <u>\$125,123</u> | \$40 per tree | \$1,112,207 |
| Total Cost | | \$11,208,339 | | \$18,849,828 |
| (less) Offsetting Non-General Fund Rev | venues (3) | | | |
| CFD Funding (4) | | (\$765,000) | | (\$1,287,000) |
| State Funding (5) | | (\$2,022,000) | | (\$2,022,000) |
| Comm. Sanitation User Fees (6) | | (\$5,548,000) | | (\$5,548,000) |
| Other Revenues (7) | | (\$526,000) | | (\$526,000) |
| Subtotal | | (\$8,861,000) | | (\$9,383,000) |
| Net General Fund Cost Increase | | | | |
| From New Growth | | \$2,347,339 | | \$9,466,828 |
| Additional Cost of Providing Optimal Service Standard to Existing Facilities | | \$0 | | \$19,545,800 |

⁽¹⁾ EPS assumption based on comparable jurisdictions; reflects an increase in Fresno's existing service level.

Sources: City of Fresno Public Works Department and Economic & Planning Systems, Inc.

Service Standard to Existing Facilities

⁽²⁾ Cost estimate reflects a weighted mix of arterials, collectors, and residential streets.

⁽³⁾ Rounded; for simplification the analysis assumes these funds are relatively fungible across operating expense categories although in reality some are restricted.

⁽⁴⁾ Additional special district funding is likely to be imposed on some new development in Fresno; this funding is assumed to cover all of the key Public Works categories shown above.

⁽⁵⁾ Includes Measure C, prop 42, and special gas taxes; based on the growth in retail sales tax relative to the existing base.

⁽⁶⁾ Based on the existing monthly charge of \$6.23 per household.

⁽⁷⁾ Reflect other revenues such as citywide beautification, street tree trimming support, and special project revolving fund; estimated at \$2 per service population based on the existing budget.

Table B-17
Operating Expenditures Summary
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Existing Service Level Total | Optimal Service Level Total | |
|-------------------------------------|-------------------------------------|-----------------------------|--|
| City Council | \$269,420 | \$269,420 | |
| Office of the Mayor | \$172,280 | \$172,280 | |
| City Clerk | \$63,866 | \$63,866 | |
| Police | \$49,695,712 | \$69,385,081 | |
| Fire | \$11,019,500 | \$18,103,600 | |
| Parks & Recreation | \$11,328,120 | \$13,844,120 | |
| Public Works | \$2,347,339 | \$9,466,828 | |
| General City Purpose | \$86,909 | \$86,909 | |
| Development and Resource Management | \$188,776 | \$188,776 | |
| Finance | <u>\$1,382,581</u> | <u>\$1,382,581</u> | |
| Total Operating Expenditures | \$76,554,502 | \$112,963,459 | |

Sources: City of Fresno; and Economic & Planning Systems, Inc.

Table B-18
Fiscal Impact Summary
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Existing Service Level Total | Optimal Service Level Total |
|-------------------------------------|-------------------------------------|-----------------------------|
| Operating Revenues | | |
| Sales Tax | \$7,857,585 | \$7,857,585 |
| Prop 172 Sales Tax | \$262,263 | \$262,263 |
| Property Tax | \$29,473,547 | \$29,473,547 |
| Motor Vehicle In Lieu | \$25,905,882 | \$25,905,882 |
| Business Tax | \$10,542,742 | \$10,542,742 |
| Franchise Tax | \$4,891,182 | \$4,891,182 |
| Hotel Room Tax | \$4,316,754 | \$4,316,754 |
| Real Estate Transfer Tax | \$461,682 | \$461,682 |
| Card Room Receipts | \$683,262 | \$683,262 |
| Charges for Current Services | \$6,966,835 | \$6,966,835 |
| Intergovernmental | <u>\$2,282,096</u> | <u>\$2,282,096</u> |
| Subtotal | \$93,643,829 | \$93,643,829 |
| Operating Expenditures | | |
| City Council | \$269,420 | \$269,420 |
| Office of the Mayor | \$172,280 | \$172,280 |
| City Clerk | \$63,866 | \$63,866 |
| Police | \$49,695,712 | \$69,385,081 |
| Fire | \$11,019,500 | \$18,103,600 |
| Parks & Recreation | \$11,328,120 | \$13,844,120 |
| Public Works | \$2,347,339 | \$9,466,828 |
| General City Purpose | \$86,909 | \$86,909 |
| Development and Resource Management | \$188,776 | \$188,776 |
| Finance | <u>\$1,382,581</u> | <u>\$1,382,581</u> |
| Subtotal | \$76,554,502 | \$112,963,459 |
| Net Impact | \$17,089,327 | (\$19,319,630) |

Sources: City of Fresno; and Economic & Planning Systems, Inc.

Administrative Draft Report

APPENDIX C
General Plan Development Alternative C

Table C-1
Development Program
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative C

| | In | fill | Greenfield | Total | Al | location Assumptions | |
|---------------------|--------------|--------------|----------------|---------------|---------------------|----------------------|----------|
| Item | Downtown | Other Infill | | _ | Assessment District | Outside City Limits | % Rental |
| Residential (units) | | | | | | | |
| Single Family | 0 | 3,693 | 34,014 | 37,707 | 8% | 65% | 25% |
| Townhome | 2,170 | 1,936 | 9,934 | 14,040 | 1% | 66% | 50% |
| Multifamily | <u>8,681</u> | <u>3,509</u> | <u> 15,055</u> | <u>27,245</u> | 4% | 47% | 90% |
| Subtotal | 10,851 | 9,138 | 59,003 | 78,992 | | | |
| Commercial (sq.ft.) | | | | | | | |
| Retail | 2,600,000 | 7,290,099 | 6,972,164 | 16,862,263 | 26% | 19% | na |
| Office | 5,400,000 | 5,940,625 | 9,345,066 | 20,685,692 | 5% | 31% | na |
| Industrial | 3,100,000 | 10,186,345 | 32,111,707 | 45,398,052 | 6% | 61% | na |
| Subtotal | 11,100,000 | 23,417,068 | 48,428,937 | 82,946,006 | | | |

Sources: Dyett & Bhatia, and Economic & Planning Systems, Inc.

Table C-2
Development Program Detail
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative C

| Item Occupied Use | | ccupied Uses New Population | | upied Uses New Population New Employment Service Pop (1) | | Assessed Values (2) | | | |
|-------------------|-----------|-----------------------------|-----------|--|-----------------|---------------------|------------------|------------------|--|
| | | | | _ | Downtown | Other Infill | Greenfield | Total | |
| Residential | | | | | | | | | |
| Single Family | 35,444 | 108,814 | na | 108,814 | \$0 | \$609,345,000 | \$5,612,250,600 | \$6,221,595,600 | |
| Townhome | 13,198 | 40,518 | na | 40,518 | \$303,828,000 | \$271,040,000 | \$1,390,782,400 | \$1,965,650,400 | |
| Multifamily | 25,610 | 78,623 | <u>na</u> | 78,623 | \$881,101,200 | \$356,163,500 | \$1,528,082,500 | \$2,765,347,200 | |
| Subtotal | 74,252 | 227,955 | 0 | 227,955 | \$1,184,929,200 | \$1,236,548,500 | \$8,531,115,500 | \$10,952,593,200 | |
| Commercial | | | | | | | | | |
| Retail | 765,773 | na | 38,783 | 19,392 | \$520,000,000 | \$1,458,019,702 | \$1,394,432,848 | \$3,372,452,550 | |
| Office | 1,179,605 | na | 54,374 | 27,187 | \$1,296,000,000 | \$1,425,750,028 | \$2,242,815,953 | \$4,964,565,981 | |
| Industrial | 2,112,702 | <u>na</u> | 60,963 | 30,482 | \$155,000,000 | \$509,317,240 | \$1,605,585,335 | \$2,269,902,576 | |
| Subtotal | 4,058,081 | na | 154,120 | 77,060 | \$1,971,000,000 | \$3,393,086,970 | \$5,242,834,137 | \$10,606,921,107 | |
| Total | 4,132,333 | 227,955 | 154,120 | 305,015 | \$3,155,929,200 | \$4,629,635,470 | \$13,773,949,637 | \$21,559,514,307 | |

⁽¹⁾ Calculated by adding residential population and half of non-resident employment.

Sources: Dyett & Bhatia, and Economic & Planning Systems, Inc.

⁽²⁾ Based on the historic distribution of ownership versus rental product going forward; this analysis does not consider any assessed value roll exemptions associated with affordable housing given the recent reduction in grant funding and elimination of redevelopment.

Table C-3
Fresno General Fund Property Tax Share Estimate*
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative C

| Item | FY2010-2011 | FY2011-2012 | Source |
|-------------------------------------|------------------|------------------|-----------------------------------|
| Citywide Assessed Value | | | |
| Gross | \$28,034,081,476 | \$27,327,298,568 | County Auditor Tax Rate Book |
| Net (1) | \$27,646,156,415 | \$26,946,100,044 | County Auditor Tax Rate Book |
| Gross Redevelopment Area Value | \$3,576,281,233 | \$3,603,721,187 | County Auditor Tax Rate Book |
| Property Tax | \$276,461,564 | \$269,461,000 | 1% of Net Citywide AV |
| General Fund Property Tax Share (2) | | | |
| Total (3) | \$54,882,284 | \$53,492,554 | County Auditor Schedule of Levies |
| With No RDA (4) | \$60,125,515 | \$60,586,844 | County Auditor Schedule of Levies |
| Citywide General Fund Capture | | | |
| Average | 19.9% | 19.9% | EPS estimate |
| Net of RDA | 21.7% | 22.5% | EPS estimate |

^{*}Note: this analysis does not reflect the change in assessed value over time. This change is likely to fluctuate and will vary among different geographic areas within the City based on a range of factors.

Sources: Fresno County Auditor's Office; and Economic & Planning Systems, Inc.

⁽¹⁾ Reflects exemptions not subject to property tax (e.g. home owner exemptions).

⁽²⁾ Net of Triple Flip/Reverse ERAF.

⁽³⁾ With RDA funds; FY2011-12 estimates are based on the annual change in the citywide assessed value growth between FY2010-11 and FY2011-12.

⁽⁴⁾ Net of the tax increment shifted from the City's General Fund to the RDA (above the frozen base) net of the City's General Fund share of pass throughs; FY2011-12 estimates are based on the annual growth in the property value in redevelopment areas between FY2010-11 and FY2011-12.

Table C-4
Property Tax Estimates*
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Factor | Existing City Limits | Outside City Limits (1) | Total |
|-------------------------------------|--------|-----------------------------|-------------------------|------------------|
| Property Tax New Assessed Value | | \$11,326,382,170 | \$10,233,132,137 | \$21,559,514,307 |
| Property Tax | 1.0% | \$113,263,822 | \$102,331,321 | \$215,595,143 |
| Fresno's General Fund Share (2) | | 22.1% | 15.2% | |
| Total Fresno General Fund Share (3) | | \$25,049,820 | \$8,554,898 | \$33,604,718 |

^{*}Note: this analysis does not account for displaced assessed value from new development, which are likely minimal.

Sources: County Assessor's Office, and Economic & Planning Systems, Inc.

⁽¹⁾ Growth outside the City limits is assumed to be annexed to the City with property tax subject to the existing tax allocation agreement with the County.

⁽²⁾ Post ERAF; based on the average between FY2010-11 and FY2011-12. The estimate is below the pre-ERAF share estimated at 27.8% based on the TRA breakdowns provided by the County Assessor's office. This factor does not vary by infill or greenfield location as geography-specific information about the General Fund capture within the City is not available. The share outside city limits is based on the tax allocation agreement with Fresno County, #03-001. The County's post-ERAF share of property tax in unincorporated areas around Fresno is estimated to ranges between 35% and 45%.

Table C-5
Sales Tax Estimates
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assumptions | Total |
|---|--|---|
| SALES TAX GENERATED BY NEW RESIDENTS Average Median Income (1) HH Retail Expenditure (2) | 29.7% | \$43,124 \$12,806 |
| New Occupied Households Total Retail Expenditure | | 74,252 \$950,864,178 |
| Taxable Expenditures Captured in Fresno Inside Existing City Limits In Areas to be Annexed (3) | 80% of retail expenditures 81% 19% | \$760,691,342 \$617,358,937 \$143,332,405 |
| Sales Tax from New Residents Inside Existing City Limits In Areas to be Annexed (4) | 1.0% of taxable sales 0.95% | \$6,173,589 <u>\$1,105,089</u> |
| Total Sales Tax From New Residents | | \$7,278,678 |
| SALES TAX GENERATED BY NEW EMPLOYEES New Employment Non-Resident Employment (5) Daily Taxable Employee Spending in Fresno (6) Annual Taxable Spending by Employees (7) | \$10 per employee | 154,120 76,478 \$764,780 \$191,194,993 |
| Net New Taxable Sales (8) | 50% of total taxable sales | \$94,875,488 |
| Sales Tax from New Employees | 1.0% of taxable sales | \$948,755 |
| Total GF Sales Tax Increase | | \$8,227,433 |

- (1) Based on the existing citywide income; from the Census data for the period between 2006 and 2010.
- (2) Based on the 2010 Bureau of Labor Statistics average taxable expenditure for households in the Western United States.
- (3) Based on existing distribution of retail space between incorporated and unincorporated areas.
- (4) Based on the tax allocation agreement with Fresno County, #03-001. The actual General Fund capture will vary based on the timing of sales and the City's overall retail sales tax growth.
- (5) Based on the existing citywide allocation between resident and non-resident employees.
- (6) EPS assumption.
- (7) Reflects 250 work days out of a year
- (8) Excludes employees that are Fresno residents to avoid double-counting; based on the 5-year average LED_LEHD data for primary employment and population in Fresno.

Sources: Bureau of Labor Statistics; LED_LEHD; and Economic & Planning Systems, Inc.

Table C-6
Motor Vehicle in Lieu of VLF Estimates*
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Total | | |
|---|----------------------------------|--|--|
| Existing Motor Vehicle in Lieu City of Fresno Citywide Value | \$36,473,000 \$27,327,298,568 | | |
| Assessed Value of New Growth New Growth as a Share of Existing Base | \$21,559,514,307 78.9% | | |
| Net Increase in Motor Vehicle in Lieu | \$28,774,896 | | |

^{*}Note: this analysis does not account for displaced assessed value from new development, which are likely minimal.

Sources: County Assessor's Office, and Economic & Planning Systems, Inc.

Table C-7 Alternative C

Real Estate Transfer Tax*

Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assumption | Total |
|---|--------------------------|------------------|
| Residential For-Sale | | |
| New For-Sale Value | | \$6,173,938,800 |
| Average Residential Turnover (1) | 7.8% a year | \$481,564,320 |
| Transfer Tax From Residential For-Sale Uses | \$0.55 per \$1,000 value | \$264,860 |
| Other Uses | | |
| Residential Rental Value | | \$4,778,654,400 |
| Non-Residential Value | | \$10,606,921,107 |
| Subtotal | | \$15,385,575,507 |
| Average Commercial Turnover (2) | 3.0% a year | \$461,567,265 |
| Transfer Tax From Commercial Uses | \$0.55 per \$1,000 value | \$253,862 |
| Total Real Estate Transfer Tax | | \$518,722 |

^{*}Reflects long-term average in property turnover likely to occur in lumps.

Sources: Rand California, Department of Finance, and Economic & Planning Systems, Inc.

⁽¹⁾ Based on the historic trend for single-family unit turnover in Fresno between 2002 and 2009.

⁽²⁾ Based on typical turnover trends for investment property; while Fresno-specific data is not available, residential rental and commercial uses typically turn over less frequently than residential for-sale uses.

Table C-8 Alternative C

Proposition 172 Proceeds Estimates*

Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Total |
|---|--------------------|
| Existing Sales Tax to the City Estimated Increase from New Growth | \$66,393,000 |
| Total % Increase | \$8,227,433 12% |
| Existing Prop 172 Proceeds | \$2,216,000 |
| Increase in Prop 172 Proceeds | \$274,607 |

^{*}Note: allocation of prop 172 depends on a more complex sales tax allocation methodology applied by the State based on relative growth in sales tax. This analysis utilizes a simplified approach as a proxy for potential prop 172 proceeds. The actual amount will vary on sales tax growth in other jurisdictions.

Sources: City of Fresno; and Economic & Planning Systems, Inc.

Table C-9
Operating Revenues Summary
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Existing Service Level Total | Optimal Service Level Total | |
|------------------------------|-------------------------------------|-----------------------------|--|
| Sales Tax | \$8,227,433 | \$8,227,433 | |
| Prop 172 Sales Tax | \$274,607 | \$274,607 | |
| Property Tax | \$33,604,718 | \$33,604,718 | |
| Motor Vehicle In Lieu | \$28,774,896 | \$28,774,896 | |
| Business Tax | \$12,599,329 | \$12,599,329 | |
| Franchise Tax | \$5,103,520 | \$5,103,520 | |
| Hotel Room Tax | \$4,504,154 | \$4,504,154 | |
| Real Estate Transfer Tax | \$518,722 | \$518,722 | |
| Card Room Receipts | \$712,924 | \$712,924 | |
| Charges for Current Services | \$7,269,282 | \$7,269,282 | |
| Intergovernmental | <u>\$2,381,167</u> | <u>\$2,381,167</u> | |
| Total Revenues | \$103,970,754 | \$103,970,754 | |

Sources: City of Fresno; and Economic & Planning Systems, Inc.

Table C-10

Alternative C

General Plan Cost Estimate for Fresno General Plan Fiscal Analysis; EPS #20132

| Item | Existing Service Le | evel | Optimal Service Level | | |
|--|--|---|--|---|--|
| | Assumption or factor / Unit | Amount | Assumption or factor / Unit | Amount | |
| Police Department Cost E | stimating Factors | | | | |
| Sworn Officers Service Level Avg. Annual Cost ² | 1.28 / 1,000 Service Pop. \$118,087 / Sworn Officer | 766.75 \$90,543,207 | 1.69 / 1,000 Service Pop. ¹ Same as Existing | 1,011 \$119,440,470 | |
| Non-Sworn Personnel | | | | | |
| Service Level | 0.33 / 1,000 Service Pop. | 200 | 0.70 / 1,000 Service Pop.1 | 420 | |
| Avg. Annual Cost ² | \$50,000 / FTE | \$10,000,000 | Same as Existing | \$20,987,829 | |
| Vehicles & Equipment Cost / Year ³ | \$5,600 / Sworn Officer | \$4,293,800 | Same as Existing | \$5,664,185 | |
| Vehicle O&M Cost ⁴ | \$44.53 / Sworn / City Sq. Mile | \$3,550,850 | | \$4,684,119 | |
| Substations ⁵ # of Stations O&M cost Variable Cost Subtotal | 26 Sq. Miles / Station \$35,000 / substation | 4 <u>\$120,000</u> \$108,507,857 | 21 Sq. Miles / Station Same as Existing | 5 <u>\$120,000</u> \$150,896,603 | |
| Police Budget (Adopted FY Total General Fund General Fund as a Share Estimated Variable Costs as % of Total as % of General Fund | | \$143,983,700 \$130,272,600 90% 75% 83% | | \$186,372,446 \$172,661,346 93% 81% 87% | |
| General Plan Build-out Pro Increase Service Population Increased City Sq. Miles | | 305,015 40.83 | | | |
| Increased Personnel Cost Sworn Non-Sworn | s 390.5 New FTEs 101.8 New FTEs | \$46,107,468 \$5,092,317 | 515.1 New FTEs 213.8 New FTEs | \$60,822,869 \$10,687,667 | |
| Increased Vehicle & Equip | oment Costs | \$2,186,539 | | \$2,884,382 | |
| Increased Vehicle O&M Co | osts | \$709,835 | | \$936,381 | |
| Increased Substation O&M Costs | 2.0 New Station(s) | <u>\$70,000</u> | 2.0 New Station(s) | <u>\$70,000</u> | |
| Net Increase in General Fu | und Cost | \$51,979,620 | | \$72,516,918 | |
| Additional Cost of Providing Optimal Service to Existing Residents | | \$0 | | \$42,388,746 | |

⁽¹⁾ Based on a service standard of 2.00 sworn officers and .83 non-sworn personnel per 1,000 residents, as articulated in the '2025 Public Safety Needs Assessment', prepared by the Police Department in June, 2003. Standards have been translated to service population to account for the impact of employment.

Sources: Fresno PD and Economic & Planning Systems, Inc.

⁽²⁾ Estimate provided by the Department staff, include benefits and taxes.

⁽³⁾ Based on cost estimated provided in the '2025 Pulbic Safety Needs Assessment' adjusted for inflation using the CPI. Calculation assumes 2.5 officers per vehicle and an average life cycle of 5.0 years

⁽⁴⁾ Based on average vehicle miles traveled (20,000 / year in 2003) and O&M costs from "2025 Public Safety Needs Assessment."

⁽⁵⁾ According the Department, the existing number of substations is sub-optimal; a fifth (5th) substation, the Central District Police Station, was closed in January, 2011 as a result of budget cuts.

Table C-11
Fire Service
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| | Exis | sting Service Leve | el | Optimal Service Level | | I |
|--|------------------------|--------------------|--------------|-----------------------|--------------|--------------|
| Item | Greenfield | Infill (1) | Total | Greenfield | Infill (1) | Total |
| Existing Average Cost per Firefighter | | | | | | |
| Sworn Firefighters | | | 317.65 | | | |
| Non-Contracted Sworn Firefighters (3) | | | 254 | | | |
| Firefighters per 1,000 Service Pop. | | | 0.42 | | | |
| Fire Department Budget (Adopted FY2011-12 Budget) | | | \$54,950,500 | | | |
| General Fund Cost | | | \$46,144,700 | | | |
| General Fund as a Share of Total | | | 84% | | | |
| Average General Fund Cost per Firefighter (rounded) | | | \$181,700 | | | \$181,700 |
| New Fire Department Needs | | | | | | |
| Fire Stations (3) | 4 | 0 | 4 | 4 | 1 | 5 |
| Engine Companies (3) | 4 | 3 | 7 | 4 | 5 | 9 |
| Firefighters per Engine Company (4) | 10.1 | 10.1 | | 13.5 | 13.5 | 13.5 |
| New Firefighters Required (rounded) | 41 | 30 | 71 | 54 | 68 | 122 |
| Variable General Fund Cost | | | | | | |
| Variable General Fund Funding Share (5) | 90% | 70% | | 90% | 70% | |
| Avg. Variable Cost per Firefighter (rounded) | \$163,500 | \$127,200 | | \$163,500 | \$127,200 | |
| Total Variable Cost | \$6,703,500 | \$3,816,000 | \$10,519,500 | \$8,829,000 | \$8,649,600 | \$17,478,600 |
| Operating Cost per Additional Fire Station (6) | \$125,000 | \$125,000 | | \$125,000 | \$125,000 | |
| Total Operating Cost per Additional Fire Station | \$500,000 | \$0 | \$500,000 | \$500,000 | \$125,000 | \$625,000 |
| Total General Fund Cost Increase | \$7,203,500 | \$3,816,000 | \$11,019,500 | \$9,329,000 | \$8,774,600 | \$18,103,600 |
| Additional Cost of Providing Optimal Service Standard to E | xisting Facilities (7) | | na | \$0 | \$10,303,200 | \$10,303,200 |

⁽¹⁾ Excludes downtown; driven by densification of existing uses and additional calls for service resulting from new growth. Downtown has adequate capacity to support future growth.

Sources: Fresno FD and Economic & Planning Systems, Inc.

⁽²⁾ Net of the special district firefighters.

⁽³⁾ Provided by the Fire Department based on needs assessment.

⁽⁴⁾ Reflects the City's existing ratio of 3 firefighters per engine company assuming 3 shifts under the exiting service level and 4 firefighters per engine company under the optimal service level. Includes one relief position per 8 firefighters to cover any staff leave.

⁽⁵⁾ Reflects a net out of the fixed fire cost component, including administration. Given existing department expenditure allocation, the fixed cost share is assumed to be lower in infill relative to greenfield locations.

⁽⁶⁾ Estimated by the Fire Department; includes apparatus, equipment, maintenance cost, and utilities.

⁽⁷⁾ Based on the identified existing deficiency of 6 engines by the Fire Department needed to meet its service goals; assumes 13.5 firefighters per engine company.

Table C-12
PARCS Operating Cost Estimates
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assumption / Source | Total | |
|--|----------------------------------|--------------------|--|
| Existing Parks (1) | City GIS Data | 944 acres | |
| Park Facility Operational Cost (2) | \$6,000 / acre (EPS estimate) | \$5,662,800 | |
| Other Departmental Costs (3) | | | |
| Driven by Park Acre Growth | 30% EPS estimate | \$1,948,170 | |
| Driven by Population Growth | 40% EPS estimate | \$2,597,560 | |
| Fixed (in real terms) | 30% EPS estimate | <u>\$1,948,170</u> | |
| Subtotal | | \$6,493,900 | |
| Total Department Budget | City's Budget | \$12,156,700 | |
| Net General Fund Cost | City's Budget | \$10,779,100 | |
| % Share of Total Budget | , 0 | 89% | |
| New Park Area and GP Buildout (4) | General Plan Alternative | 1,618 acres | |
| Increase in Park Facility Operational Costs (New | w Growth Only) | | |
| Existing Service Level | \$6,000 per acre | \$9,708,000 | |
| Optimal Service Level | \$8,000 per acre | \$12,944,000 | |
| Net Increase in Other PARCS Departmental Cos | st (New Growth Only) (5) | | |
| Driven by Park Acre Growth | | \$3,339,838 | |
| Driven by Population Growth | | \$1,183,967 | |
| Subtotal | | \$4,523,805 | |
| Total Net New Cost (6) | | | |
| Existing Service Level | 100% of New Cost | \$14,231,805 | |
| Optimal Service Level | Assigned to GF | \$17,467,805 | |
| Additional Cost of Providing Optimal Service Standard to Existing Facilities (7) | | \$1,887,600 | |

⁽¹⁾ Reflect a range of park sizes and orientations from pocket parks and trails to regional scale parks; estimated acres to be refined on forthcoming data from PARCS. Note that trail maintenance has been shifted to public works.

Sources: Fresno PARCS Department and Economic & Planning Systems, Inc.

⁽²⁾ Reflects capital replacement cost; the cost of the City's maintenance for planned and custodial activities with other functions shifted to Public Works.

⁽³⁾ EPS assumption; includes other departmental functions, including administration and recreation services.

⁽⁴⁾ Estimated by Dyett & Bhatia; includes a range of park sizes.

⁽⁵⁾ Revised numbers to be provided by the PARCS Department.

⁽⁶⁾ Assumes that 100% of new PARCS costs are covered by the General Fund (currently about 89% of costs are covered by the General Fund).

⁽⁷⁾ Does not reflect an additional capital replacement funding deficiency.

Table C-13

Existing Public Works Infrastructure Estimate

Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative C

| Item | Existing Infrastructu | ire Source |
|--|-----------------------|--|
| Citywide Streets (1) | | |
| Lane Miles | 3,700 miles | Fresno FY2010-11 Adopted Budget |
| Road Miles | 1,700 miles | Fresno City staff |
| Parks | | |
| Regional Parks | 566 acres | GIS data layer provided by the City staff |
| Neighborhood Parks | 292 acres | GIS data layer provided by the City staff |
| Other (2) | <u>86</u> acres | EPS Assumption |
| Total | 944 acres | |
| Landscaping | | |
| Maintained Square Footage | 26,000,000 sq.ft. | Fresno FY2010-11 Adopted Budget |
| Average Square Footage per Road Mile | 15,294 sq.ft. | EPS |
| Sidewalks, Curbs, and Gutters | | |
| Maintained Linear Feet | 3,000 miles | "Building a Better Fresno" Public Works Letter |
| Average Maintained Miles per Road Mile | 1.8 linear ft | . EPS |
| Street Lights | | |
| Maintained Lights | 38,000 lights | "Building a Better Fresno" Public Works Letter |
| Average Lights per Road Mile | 22 lights | EPS |
| Road Signals | | |
| Maintained Signals | 488 signals | Fresno FY2010-11 Adopted Budget |
| Average Signals per Road Mile | 0.29 signals | EPS |
| Street Trees | _ | |
| Maintained Trees | 172,000 trees | Fresno FY2010-11 Adopted Budget |
| Trees per Road Mile | 101 trees | EPS |

⁽¹⁾ Reflect a mix of arterials, collectors, and residential streets.

⁽²⁾ Include pocket parks and trails; estimated at 10% of regional and neighborhood park area.

Table C-14 Alternative C
Public Works Existing Per Unit Cost Estimates and Budget Overview*
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assum | ption (1) | Existing Cost | |
|--|------------|---------------|--------------------------------|--|
| Road Maintenance Citywide Street Total | 3 700 | lane miles | | |
| Cost (2) | | per lane mile | \$13,986,000 | |
| (less) Committed State Funding Sources (3) | | | (\$13,986,000) | |
| Net General Fund Share | | | \$0 | |
| Other Maintenance Functions | | | | |
| Park Maintenance Parks and Trails | 944 | acres | | |
| Cost | | per acre | \$3,775,000 | |
| Landscaping | | | | |
| Maintained Square Footage | 26,000,000 | sq.ft. | | |
| Cost | \$0.45 | | \$11,700,000 | |
| Sidewalks, Curbs, and Gutters | | | | |
| Miles | 3,000 | n o r mail o | ¢4 620 000 | |
| Cost | \$540 | per mile | \$1,620,000 | |
| Street Sweeping Road Miles | 1,700 | | | |
| Cost | , | per mile | \$2,380,000 | |
| Street Lights | | | | |
| Lights | 38,000 | | | |
| Cost | \$80 | per light | \$3,040,000 | |
| Road Signals | | | | |
| Signals | 488 | | #0.40C.000 | |
| Cost | \$4,500 | per signal | \$2,196,000 | |
| Street Tree Trimming Street Trees | 172,000 | | | |
| Cost | , | per tree | \$774,000 | |
| Other Operating and Maintenance Costs (4) | | | \$2,406,000 | |
| Total | | | \$41,877,000 | |
| (less) Non-GF Operating Revenue Sources | | | | |
| CFD | | | (\$4,685,000) | |
| State Funding (5) Community Sanitation User Fees | | | (\$4,508,000) (\$9,954,200) | |
| Other Sources (6) | | | (\$1,077,600) | |
| Subtotal | | | (\$34,210,800) | |
| Net General Fund Cost | | | \$7,666,200 | |
| (less) Debt Service | | | (\$902,300) | |
| Operating Net General Fund Cost | | | \$6,763,900 | |

^{*} Reflect existing sub-optimal levels of service; does not include parking and facilities management funds.

⁽¹⁾ Based on the Department's detailed budget by function totals.

⁽²⁾ Rounded; reflects patching, overlay, and sealing based on the State Controller's Roads Report.

⁽³⁾ Include Measure C, prop 42, and special gas taxes.

⁽⁴⁾ Include the cost of administration and overhead and other miscellaneous items.

⁽⁵⁾ Less of funding sources committed to road maintenance; include Measure C, prop 42, and special gas taxes.

⁽⁶⁾ Include citywide beautification, street tree trimming support, and special project revolving fund.

Table C-15
New Public Works Infrastructure Needs
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Units | Source / Estimating Factor (1) | Infrastructure Increase From New Growth |
|-------------------------------|------------|--------------------------------|--|
| Road Maintenance (2) | lane miles | Dyett & Bhatia | 1,029 |
| Park Maintenance | acres | Dyett & Bhatia | 1,618 |
| Landscaping | sq.ft. | 15,294 per road mile | 5,831,142 |
| Sidewalks, Curbs, and Gutters | miles | 1.8 per road mile | 673 |
| Street Sweeping | road miles | Dyett & Bhatia | 381 |
| Street Lights | lights | 22.4 per road mile | 8,522 |
| Road Signals | signals | 0.3 per road mile | 109 |
| Street Tree Trimming | trees | 101 per road mile | 38,575 |

⁽¹⁾ Non Dyett & Bhatia ratio assumptions are based on the existing citywide average.

⁽²⁾ Reflect a mix of arterials, collectors, and residential streets.

Table C-16
Public Works Cost Estimates From New Growth and the General Fund Cost Share
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| | Existing Service | Level | Optimal Service Leve | el |
|---------------------------------------|-----------------------|------------------|-----------------------|----------------|
| Item | Per Unit | Buildout Total | Per Unit (1) | Buildout Total |
| Key Operating Expenditures | | | | |
| Road Maintenance (2) | \$3,600 per lane mile | \$3,704,733 | \$7,000 per lane mile | \$7,203,647 |
| Park Maintenance | \$4,000 per acre | \$6,472,000 | \$6,000 per acre | \$9,708,000 |
| Landscaping | \$0.45 per sq.ft. | \$2,624,014 | \$0.70 per sq.ft. | \$4,081,799 |
| Sidewalks, Curbs, and Gutters | \$540 per mile | \$363,325 | \$800 per mile | \$538,259 |
| Street Sweeping | \$1,400 per road mile | \$533,774 | \$1,400 per road mile | \$533,774 |
| Street Lights | \$80 per light | \$681,795 | \$120 per light | \$1,022,693 |
| Road Signals | \$4,500 per signal | \$492,507 | \$7,000 per signal | \$766,122 |
| Street Tree Trimming | \$4.50 per tree | <u>\$173,589</u> | \$40 per tree | \$1,543,010 |
| Total Cost | | \$15,045,736 | | \$25,397,303 |
| (less) Offsetting Non-General Fund Ro | evenues (3) | | | |
| CFD Funding (4) | | (\$1,024,000) | | (\$1,728,000) |
| State Funding (5) | | (\$2,111,000) | | (\$2,111,000) |
| Comm. Sanitation User Fees (6) | | (\$5,551,000) | | (\$5,551,000) |
| Other Revenues (7) | | (\$549,000) | | (\$549,000) |
| Subtotal | | (\$9,235,000) | | (\$9,939,000) |
| Net General Fund Cost Increase | | | | |
| From New Growth | | \$5,810,736 | | \$15,458,303 |
| Additional Cost of Providing Optimal | | | | |

⁽¹⁾ EPS assumption based on comparable jurisdictions; reflects an increase in Fresno's existing service level.

⁽²⁾ Cost estimate reflects a weighted mix of arterials, collectors, and residential streets.

⁽³⁾ Rounded; for simplification the analysis assumes these funds are relatively fungible across operating expense categories although in reality some are restricted.

⁽⁴⁾ Additional special district funding is likely to be imposed on some new development in Fresno; this funding is assumed to cover all of the key Public Works categories shown above.

⁽⁵⁾ Includes Measure C, prop 42, and special gas taxes; based on the growth in retail sales tax relative to the existing base.

⁽⁶⁾ Based on the existing monthly charge of \$6.23 per household.

⁽⁷⁾ Reflect other revenues such as citywide beautification, street tree trimming support, and special project revolving fund; estimated at \$2 per service population based on the existing budget.

Table C-17
Operating Expenditures Summary
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Existing Service Level Total | Optimal Service Level Total |
|-------------------------------------|------------------------------|-----------------------------|
| City Council | \$281,116 | \$281,116 |
| Office of the Mayor | \$179,759 | \$179,759 |
| City Clerk | \$66,638 | \$66,638 |
| Police | \$51,979,620 | \$72,516,918 |
| Fire | \$11,019,500 | \$18,103,600 |
| Parks & Recreation | \$14,231,805 | \$17,467,805 |
| Public Works | \$5,810,736 | \$15,458,303 |
| General City Purpose | \$90,681 | \$90,681 |
| Development and Resource Management | \$196,971 | \$196,971 |
| Finance | <u>\$1,442,602</u> | \$1,442,602 |
| Total Operating Expenditures | \$85,299,428 | \$125,804,394 |

Sources: City of Fresno; and Economic & Planning Systems, Inc.

Table C-18

Fiscal Impact Summary

Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative C

| Item | Existing Service Level Total | Optimal Service Level Total |
|-------------------------------------|-------------------------------------|-----------------------------|
| Operating Revenues | | |
| Sales Tax | \$8,227,433 | \$8,227,433 |
| Prop 172 Sales Tax | \$274,607 | \$274,607 |
| Property Tax | \$33,604,718 | \$33,604,718 |
| Motor Vehicle In Lieu | \$28,774,896 | \$28,774,896 |
| Business Tax | \$12,599,329 | \$12,599,329 |
| Franchise Tax | \$5,103,520 | \$5,103,520 |
| Hotel Room Tax | \$4,504,154 | \$4,504,154 |
| Real Estate Transfer Tax | \$518,722 | \$518,722 |
| Card Room Receipts | \$712,924 | \$712,924 |
| Charges for Current Services | \$7,269,282 | \$7,269,282 |
| Intergovernmental | <u>\$2,381,167</u> | <u>\$2,381,167</u> |
| Subtotal | \$103,970,754 | \$103,970,754 |
| Operating Expenditures | | |
| City Council | \$281,116 | \$281,116 |
| Office of the Mayor | \$179,759 | \$179,759 |
| City Clerk | \$66,638 | \$66,638 |
| Police | \$51,979,620 | \$72,516,918 |
| Fire | \$11,019,500 | \$18,103,600 |
| Parks & Recreation | \$14,231,805 | \$17,467,805 |
| Public Works | \$5,810,736 | \$15,458,303 |
| General City Purpose | \$90,681 | \$90,681 |
| Development and Resource Management | \$196,971 | \$196,971 |
| Finance | <u>\$1,442,602</u> | <u>\$1,442,602</u> |
| Subtotal | \$85,299,428 | \$125,804,394 |
| Net Impact | \$18,671,326 | (\$21,833,641) |

Sources: City of Fresno; and Economic & Planning Systems, Inc.

Administrative Draft Report

APPENDIX D
General Plan Development Alternative D

Table D-1
Development Program
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative D

| | In | Infill | | reenfield Total Allocation Assumption | eenfield Total Allocation Assumptions | Allocation Assumptions | | |
|---------------------|--------------|--------------|-------------------|---------------------------------------|---------------------------------------|------------------------|----------|--|
| Item | Downtown | Other Infill | | | Assessment District | Outside City Limits | % Rental | |
| Residential (units) | | | | | | | | |
| Single Family | 0 | 4,002 | 28,810 | 32,812 | 10% | 59% | 25% | |
| Townhome | 2,170 | 3,253 | 10,183 | 15,607 | 5% | 60% | 50% | |
| Multifamily | <u>8,681</u> | <u>7,784</u> | <u>14,783</u> | 31,248 | 5% | 41% | 90% | |
| Subtotal | 10,851 | 15,040 | 53,777 | 79,668 | | | | |
| Commercial (sq.ft.) | | | | | | | | |
| Retail | 2,600,000 | 11,453,077 | 6,432,373 | 20,485,450 | 19% | 29% | na | |
| Office | 5,400,000 | 7,518,568 | 6,953,130 | 19,871,698 | 3% | 37% | na | |
| Industrial | 3,100,000 | 10,233,113 | <u>11,386,313</u> | 24,719,425 | 9% | 43% | na | |
| Subtotal | 11,100,000 | 29,204,757 | 24,771,815 | 65,076,572 | | | | |

Sources: Dyett & Bhatia, and Economic & Planning Systems, Inc.

Table D-2
Development Program Detail
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative D

| Item | Occupied Uses | New Population | New Employment | Service Pop (1) | Assessed Values (2) | | | |
|---------------|---------------|----------------|----------------|-----------------|---------------------|-----------------|------------------|------------------|
| | | | | _ | Downtown | Other Infill | Greenfield | Total |
| Residential | | | | | | | | |
| Single Family | 30,844 | 94,690 | na | 94,690 | \$0 | \$660,350,483 | \$4,753,707,134 | \$5,414,057,617 |
| Townhome | 14,671 | 45,039 | na | 45,039 | \$303,828,000 | \$455,488,565 | \$1,425,685,415 | \$2,185,001,980 |
| Multifamily | 29,373 | 90,176 | <u>na</u> | 90,176 | \$881,101,200 | \$790,113,802 | \$1,500,473,728 | \$3,171,688,730 |
| Subtotal | 74,888 | 229,905 | 0 | 229,905 | \$1,184,929,200 | \$1,905,952,849 | \$7,679,866,278 | \$10,770,748,327 |
| Commercial | | | | | | | | |
| Retail | 722,590 | na | 47,117 | 23,559 | \$520,000,000 | \$2,290,615,394 | \$1,286,474,509 | \$4,097,089,903 |
| Office | 988,250 | na | 52,234 | 26,117 | \$1,296,000,000 | \$1,804,456,211 | \$1,668,751,198 | \$4,769,207,409 |
| Industrial | 869,179 | <u>na</u> | 33,195 | 16,598 | \$155,000,000 | \$511,655,633 | \$569,315,633 | \$1,235,971,266 |
| Subtotal | 2,580,019 | na | 132,546 | 66,273 | \$1,971,000,000 | \$4,606,727,238 | \$3,524,541,340 | \$10,102,268,578 |
| Total | 2,654,907 | 229,905 | 132,546 | 296,178 | \$3,155,929,200 | \$6,512,680,087 | \$11,204,407,617 | \$20,873,016,905 |

⁽¹⁾ Calculated by adding residential population and half of non-resident employment.

Sources: Dyett & Bhatia, and Economic & Planning Systems, Inc.

⁽²⁾ Based on the historic distribution of ownership versus rental product going forward; this analysis does not consider any assessed value roll exemptions associated with affordable housing given the recent reduction in grant funding and elimination of redevelopment.

Table D-3
Fresno General Fund Property Tax Share Estimate*
Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative D

| Item | FY2010-2011 | FY2011-2012 | Source |
|-------------------------------------|------------------|------------------|-----------------------------------|
| Citywide Assessed Value | | | |
| Gross | \$28,034,081,476 | \$27,327,298,568 | County Auditor Tax Rate Book |
| Net (1) | \$27,646,156,415 | \$26,946,100,044 | County Auditor Tax Rate Book |
| Gross Redevelopment Area Value | \$3,576,281,233 | \$3,603,721,187 | County Auditor Tax Rate Book |
| Property Tax | \$276,461,564 | \$269,461,000 | 1% of Net Citywide AV |
| General Fund Property Tax Share (2) | | | |
| Total (3) | \$54,882,284 | \$53,492,554 | County Auditor Schedule of Levies |
| With No RDA (4) | \$60,125,515 | \$60,586,844 | County Auditor Schedule of Levies |
| Citywide General Fund Capture | | | |
| Average | 19.9% | 19.9% | EPS estimate |
| Net of RDA (5) | 21.7% | 22.5% | EPS estimate |

^{*}Note: this analysis does not reflect the change in assessed value over time. This change is likely to fluctuate and will vary among different geographic areas within the City based on a range of factors.

Sources: Fresno County Auditor's Office; and Economic & Planning Systems, Inc.

⁽¹⁾ Reflects exemptions not subject to property tax (e.g. home owner exemptions).

⁽²⁾ Net of Triple Flip/Reverse ERAF.

⁽³⁾ With RDA funds; FY2011-12 estimates are based on the annual change in the citywide assessed value growth between FY2010-11 and FY2011-12.

⁽⁴⁾ Net of the tax increment shifted from the City's General Fund to the RDA (above the frozen base) net of the City's General Fund share of pass throughs; FY2011-12 estimates are based on the annual growth in the property value in redevelopment areas between FY2010-11 and FY2011-12.

⁽⁵⁾ RDA staff indicates that the General Fund impact could be less than what is estimated in this analysis based on enforceable obligations. This assumption is subject to further review and input from RDA and City staff.

Table D-4
Property Tax Estimates*
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Factor | Existing City Limits | Outside City Limits (1) | Total |
|-------------------------------------|--------|-----------------------------|-------------------------|------------------|
| Property Tax New Assessed Value | | \$11,603,561,948 | \$9,269,454,956 | \$20,873,016,905 |
| Property Tax | 1.0% | \$116,035,619 | \$92,694,550 | \$208,730,169 |
| Fresno's General Fund Share (2) | | 22.1% | 15.2% | |
| Total Fresno General Fund Share (3) | | \$25,662,840 | \$7,749,264 | \$33,412,105 |

^{*}Note: this analysis does not account for displaced assessed value from new development, which are likely minimal.

Sources: County Assessor's Office, and Economic & Planning Systems, Inc.

⁽¹⁾ Growth outside the City limits is assumed to be annexed to the City with property tax subject to the existing tax allocation agreement with the County.

⁽²⁾ Post ERAF; based on the average between FY2010-11 and FY2011-12. The estimate is below the pre-ERAF share estimated at 27.8% based on the TRA breakdowns provided by the County Assessor's office. This factor does not vary by infill or greenfield location as geography-specific information about the General Fund capture within the City is not available. The share outside city limits is based on the tax allocation agreement with Fresno County, #03-001. The County's post-ERAF share of property tax in unincorporated areas around Fresno is estimated to ranges between 35% and 45%.

Table D-5
Sales Tax Estimates
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assumptions | Total |
|---|--|---|
| SALES TAX GENERATED BY NEW RESIDENTS Average Median Income (1) HH Retail Expenditure (2) | 29.7% | \$43,124 \$12,806 |
| New Occupied Households Total Retail Expenditure | | 74,888 \$959,001,437 |
| Taxable Expenditures Captured in Fresno Inside Existing City Limits In Areas to be Annexed (3) | 80% of retail expenditures 71% 29% | \$767,201,150 \$545,153,014 \$222,048,136 |
| Sales Tax from New Residents Inside Existing City Limits In Areas to be Annexed (4) | 1.0% of taxable sales 0.95% | \$5,451,530 <u>\$1,498,925</u> |
| Total Sales Tax From New Residents | | \$6,950,455 |
| SALES TAX GENERATED BY NEW EMPLOYEES New Employment Non-Resident Employment (5) Daily Taxable Employee Spending in Fresno (6) Annual Taxable Spending by Employees (7) | \$10 per employee | 132,546 65,772 \$657,725 \$164,431,168 |
| Net New Taxable Sales (8) | 50% of total taxable sales | \$81,594,643 |
| Sales Tax from New Employees | 1.0% of taxable sales | \$815,946 |
| Total GF Sales Tax Increase | | \$7,766,402 |

- (1) Based on the existing citywide income; from the Census data for the period between 2006 and 2010.
- (2) Based on the 2010 Bureau of Labor Statistics average taxable expenditure for households in the Western United States.
- (3) Based on existing distribution of retail space between incorporated and unincorporated areas.
- (4) Based on the tax allocation agreement with Fresno County, #03-001. The actual General Fund capture will vary based on the timing of sales and the City's overall retail sales tax growth.
- (5) Based on the existing citywide allocation between resident and non-resident employees.
- (6) EPS assumption.
- (7) Reflects 250 work days out of a year
- (8) Excludes employees that are Fresno residents to avoid double-counting; based on the 5-year average LED_LEHD data for primary employment and population in Fresno.

Sources: Bureau of Labor Statistics; LED_LEHD; and Economic & Planning Systems, Inc.

Table D-6

Motor Vehicle in Lieu of VLF Estimates*

Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Total |
|---|----------------------------------|
| Existing Motor Vehicle in Lieu City of Fresno Citywide Value | \$36,473,000 \$27,327,298,568 |
| Assessed Value of New Growth New Growth as a Share of Existing Base | \$20,873,016,905 76.4% |
| Net Increase in Motor Vehicle in Lieu | \$27,858,646 |

^{*}Note: this analysis does not account for displaced assessed value from new development, which are likely minimal.

Sources: County Assessor's Office, and Economic & Planning Systems, Inc.

Table D-7 Alternative D

Real Estate Transfer Tax*

Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assumption | Total |
|---|--------------------------|------------------|
| Residential For-Sale | | |
| New For-Sale Value | | \$5,713,480,647 |
| Average Residential Turnover (1) | 7.8% a year | \$445,648,801 |
| Transfer Tax From Residential For-Sale Uses | \$0.55 per \$1,000 value | \$245,107 |
| Other Uses | | |
| Residential Rental Value | | \$5,057,267,680 |
| Non-Residential Value | | \$10,102,268,578 |
| Subtotal | | \$15,159,536,258 |
| Average Commercial Turnover (2) | 3.0% a year | \$454,786,088 |
| Transfer Tax From Commercial Uses | \$0.55 per \$1,000 value | \$250,132 |
| Total Real Estate Transfer Tax | | \$495,239 |

^{*}Reflects long-term average in property turnover likely to occur in lumps.

Sources: Rand California, Department of Finance, and Economic & Planning Systems, Inc.

⁽¹⁾ Based on the historic trend for single-family unit turnover in Fresno between 2002 and 2009.

⁽²⁾ Based on typical turnover trends for investment property; while Fresno-specific data is not available, residential rental and commercial uses typically turn over less frequently than residential for-sale uses.

Table D-8 Alternative D

Proposition 172 Proceeds Estimates*

Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Total |
|---|--------------------|
| Existing Sales Tax to the City Estimated Increase from New Growth | \$66,393,000 |
| Total % Increase | \$7,766,402 12% |
| Existing Prop 172 Proceeds | \$2,216,000 |
| Increase in Prop 172 Proceeds | \$259,219 |

^{*}Note: allocation of prop 172 depends on a more complex sales tax allocation methodology applied by the State based on relative growth in sales tax. This analysis utilizes a simplified approach as a proxy for potential prop 172 proceeds. The actual amount will vary on sales tax growth in other jurisdictions.

Table D-9
Operating Revenues Summary
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Existing Service Level Total | Optimal Service Level Total |
|------------------------------|-------------------------------------|-----------------------------|
| Sales Tax | \$7,766,402 | \$7,766,402 |
| Prop 172 Sales Tax | \$259,219 | \$259,219 |
| Property Tax | \$33,412,105 | \$33,412,105 |
| Motor Vehicle In Lieu | \$27,858,646 | \$27,858,646 |
| Business Tax | \$10,835,652 | \$10,835,652 |
| Franchise Tax | \$4,955,659 | \$4,955,659 |
| Hotel Room Tax | \$4,373,658 | \$4,373,658 |
| Real Estate Transfer Tax | \$495,239 | \$495,239 |
| Card Room Receipts | \$692,269 | \$692,269 |
| Charges for Current Services | \$7,058,674 | \$7,058,674 |
| Intergovernmental | <u>\$2,312,179</u> | <u>\$2,312,179</u> |
| Total Revenues | \$100,019,703 | \$100,019,703 |

Table D-10 Alternative D
General Plan Cost Estimate for Fresno General Plan Fiscal Analysis; EPS #20132

| Item | Existing Service Le | vel | Optimal Service Level | | |
|--|--|---|---|---|--|
| | Assumption or factor / Unit | Amount | Assumption or factor / Unit | Amount | |
| Police Department Cost E | stimating Factors | | | | |
| Sworn Officers Service Level Avg. Annual Cost ² | 1.28 / 1,000 Service Pop. \$118,087 / Sworn Officer | 766.75 \$90,543,207 | 1.69 / 1,000 Service Pop. ¹ Same as Existing | 1,011 \$119,440,470 | |
| Non-Sworn Personnel | | | | | |
| Service Level | 0.33 / 1,000 Service Pop. | 200 | 0.70 / 1,000 Service Pop.1 | 420 | |
| Avg. Annual Cost ² | \$50,000 / FTE | \$10,000,000 | Same as Existing | \$20,987,829 | |
| Vehicles & Equipment Cost / Year ³ | \$5,600 / Sworn Officer | \$4,293,800 | Same as Existing | \$5,664,185 | |
| Vehicle O&M Cost ⁴ | \$44.53 / Sworn / City Sq. Mile | \$3,550,850 | | \$4,684,119 | |
| Substations ⁵ # of Stations O&M cost Variable Cost Subtotal | 26 Sq. Miles / Station \$35,000 / substation | 4 <u>\$120,000</u> \$108,507,857 | 21 Sq. Miles / Station Same as Existing | 5 <u>\$120,000</u> \$150,896,603 | |
| Police Budget (Adopted FY Total General Fund General Fund as a Share Estimated Variable Costs as % of Total as % of General Fund | | \$143,983,700 \$130,272,600 90% 75% 83% | | \$186,372,446 \$172,661,346 93% 81% 87% | |
| General Plan Build-out Pr Increase Service Populati Increased City Sq. Miles | | 296,178 32.68 | | | |
| Increased Personnel Cost Sworn Non-Sworn | ts 379.1 New FTEs 98.9 New FTEs | \$44,771,627 \$4,944,780 | 500.1 New FTEs 207.6 New FTEs | \$59,060,688 \$10,378,020 | |
| Increased Vehicle & Equip | oment Costs | \$2,123,190 | | \$2,800,815 | |
| Increased Vehicle O&M C | osts | \$551,647 | | \$727,708 | |
| Increased Substation O&M Costs | 1.0 New Station(s) | <u>\$35,000</u> | 2.0 New Station(s) | \$70,000 | |
| Net Increase in General F | und Cost | \$50,303,054 | | \$70,236,417 | |
| Additional Cost of Providing Optimal Service to Existing Residents | • | \$0 | | \$42,388,746 | |

⁽¹⁾ Based on a service standard of 2.00 sworn officers and .83 non-sworn personnel per 1,000 residents, as articulated in the '2025 Public Safety Needs Assessment', prepared by the Police Department in June, 2003. Standards have been translated to service population to account for the impact of employment.

Sources: Fresno PD and Economic & Planning Systems, Inc.

⁽²⁾ Estimate provided by the Department staff, include benefits and taxes.

⁽³⁾ Based on cost estimated provided in the '2025 Pulbic Safety Needs Assessment' adjusted for inflation using the CPI. Calculation assumes 2.5 officers per vehicle and an average life cycle of 5.0 years

⁽⁴⁾ Based on average vehicle miles traveled (20,000 / year in 2003) and O&M costs from "2025 Public Safety Needs Assessment."

⁽⁵⁾ According the Department, the existing number of substations is sub-optimal; a fifth (5th) substation, the Central District Police Station, was closed in January, 2011 as a result of budget cuts.

Table D-11
Fire Service
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| | Existing Service Level | | Opt | imal Service Leve | | |
|--|------------------------|-------------|--------------|-------------------|--------------|--------------|
| Item | Greenfield | Infill (1) | Total | Greenfield | Infill (1) | Total |
| Existing Average Cost per Firefighter | | | | | | |
| Sworn Firefighters | | | 317.65 | | | |
| Non-Contracted Sworn Firefighters (3) | | | 254 | | | |
| Firefighters per 1,000 Service Pop. | | | 0.42 | | | |
| Fire Department Budget (Adopted FY2011-12 Budget) | | | \$54,950,500 | | | |
| General Fund Cost | | | \$46,144,700 | | | |
| General Fund as a Share of Total | | | 84% | | | |
| Average General Fund Cost per Firefighter (rounded) | | | \$181,700 | | | \$181,700 |
| New Fire Department Needs | | | | | | |
| Fire Stations (3) | 4 | 0 | 4 | 4 | 1 | 5 |
| Engine Companies (3) | 4 | 3 | 7 | 4 | 5 | 9 |
| Firefighters per Engine Company (4) | 10.1 | 10.1 | | 13.5 | 13.5 | 13.5 |
| New Firefighters Required (rounded) | 41 | 30 | 71 | 54 | 68 | 122 |
| Variable General Fund Cost | | | | | | |
| Variable General Fund Funding Share (5) | 90% | 70% | | 90% | 70% | |
| Avg. Variable Cost per Firefighter (rounded) | \$163,500 | \$127,200 | | \$163,500 | \$127,200 | |
| Total Variable Cost | \$6,703,500 | \$3,816,000 | \$10,519,500 | \$8,829,000 | \$8,649,600 | \$17,478,600 |
| Operating Cost per Additional Fire Station (6) | \$125,000 | \$125,000 | | \$125,000 | \$125,000 | |
| Total Operating Cost per Additional Fire Station | \$500,000 | \$0 | \$500,000 | \$500,000 | \$125,000 | \$625,000 |
| Total General Fund Cost Increase | \$7,203,500 | \$3,816,000 | \$11,019,500 | \$9,329,000 | \$8,774,600 | \$18,103,600 |
| Additional Cost of Providing Optimal Service Standard to E | xisting Facilities (7) | | na | \$0 | \$10,303,200 | \$10,303,200 |

⁽¹⁾ Excludes downtown; driven by densification of existing uses and additional calls for service resulting from new growth. Downtown has adequate capacity to support future growth.

Sources: Fresno FD and Economic & Planning Systems, Inc.

⁽²⁾ Net of the special district firefighters.

⁽³⁾ Provided by the Fire Department based on needs assessment.

⁽⁴⁾ Reflects the City's existing ratio of 3 firefighters per engine company assuming 3 shifts under the exiting service level and 4 firefighters per engine company under the optimal service level. Includes one relief position per 8 firefighters to cover any staff leave.

⁽⁵⁾ Reflects a net out of the fixed fire cost component, including administration. Given existing department expenditure allocation, the fixed cost share is assumed to be lower in infill relative to greenfield locations.

⁽⁶⁾ Estimated by the Fire Department; includes apparatus, equipment, maintenance cost, and utilities.

⁽⁷⁾ Based on the identified existing deficiency of 6 engines by the Fire Department needed to meet its service goals; assumes 13.5 firefighters per engine company.

Table D-12
PARCS Operating Cost Estimates
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assumption / Source | Total |
|--|-------------------------------|--------------------|
| Existing Parks (1) | City GIS Data | 944 acres |
| Park Facility Operational Cost (2) | \$6,000 / acre (EPS estimate) | \$5,662,800 |
| Other Departmental Costs (3) | | |
| Driven by Park Acre Growth | 30% EPS estimate | \$1,948,170 |
| Driven by Population Growth | 40% EPS estimate | \$2,597,560 |
| Fixed (in real terms) | 30% EPS estimate | <u>\$1,948,170</u> |
| Subtotal | | \$6,493,900 |
| Total Department Budget | City's Budget | \$12,156,700 |
| Net General Fund Cost | City's Budget | \$10,779,100 |
| % Share of Total Budget | , , | 89% |
| New Park Area and GP Buildout (4) | General Plan Alternative | 1,197 acres |
| Increase in Park Facility Operational Costs (New | w Growth Only) | |
| Existing Service Level | \$6,000 per acre | \$7,182,000 |
| Optimal Service Level | \$8,000 per acre | \$9,576,000 |
| Net Increase in Other PARCS Departmental Cos | st (New Growth Only) (5) | |
| Driven by Park Acre Growth | | \$2,470,820 |
| Driven by Population Growth | | \$1,194,095 |
| Subtotal | | \$3,664,915 |
| Total Net New Cost (6) | | |
| Existing Service Level | 100% of New Cost | \$10,846,915 |
| Optimal Service Level | Assigned to GF | \$13,240,915 |
| Additional Cost of Providing Optimal Service Standard to Existing Facilities (7) | | \$1,887,600 |

⁽¹⁾ Reflect a range of park sizes and orientations from pocket parks and trails to regional scale parks; estimated acres to be refined on forthcoming data from PARCS. Note that trail maintenance has been shifted to public works.

Sources: Fresno PARCS Department and Economic & Planning Systems, Inc.

⁽²⁾ Reflects capital replacement cost; the cost of the City's maintenance for planned and custodial activities with other functions shifted to Public Works.

⁽³⁾ EPS assumption; includes other departmental functions, including administration and recreation services.

⁽⁴⁾ Estimated by Dyett & Bhatia; includes a range of park sizes.

⁽⁵⁾ Revised numbers to be provided by the PARCS Department.

⁽⁶⁾ Assumes that 100% of new PARCS costs are covered by the General Fund (currently about 89% of costs are covered by the General Fund).

⁽⁷⁾ Does not reflect an additional capital replacement funding deficiency.

Table D-13

Existing Public Works Infrastructure Estimate

Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Existing Infrastruct | ure Source |
|--|----------------------|--|
| Citywide Streets (1) | | |
| Lane Miles | 3,700 miles | Fresno FY2010-11 Adopted Budget |
| Road Miles | 1,700 miles | Fresno City staff |
| Parks | | |
| Regional Parks | 566 acres | GIS data layer provided by the City staff |
| Neighborhood Parks | 292 acres | GIS data layer provided by the City staff |
| Other (2) | 86 acres | EPS Assumption |
| Total | 944 acres | |
| Landscaping | | |
| Maintained Square Footage | 26,000,000 sq.ft. | Fresno FY2010-11 Adopted Budget |
| Average Square Footage per Road Mile | 15,294 sq.ft. | EPS |
| Sidewalks, Curbs, and Gutters | | |
| Maintained Linear Feet | 3,000 miles | "Building a Better Fresno" Public Works Letter |
| Average Maintained Miles per Road Mile | 1.8 linear | ft. EPS |
| Street Lights | | |
| Maintained Lights | 38,000 lights | "Building a Better Fresno" Public Works Letter |
| Average Lights per Road Mile | 22 lights | EPS |
| Road Signals | | |
| Maintained Signals | 488 signals | Fresno FY2010-11 Adopted Budget |
| Average Signals per Road Mile | 0.29 signals | · |
| Street Trees | ŭ | |
| Maintained Trees | 172,000 trees | Fresno FY2010-11 Adopted Budget |
| Trees per Road Mile | 101 trees | EPS |

⁽¹⁾ Reflect a mix of arterials, collectors, and residential streets.

⁽²⁾ Include pocket parks and trails; estimated at 10% of regional and neighborhood park area.

Table D-14 Alternative D
Public Works Existing Per Unit Cost Estimates and Budget Overview*
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Assumption (1) | Existing Cost |
|--|-------------------------------|--------------------------------|
| Road Maintenance Citywide Street Total | 3,700 lane miles | |
| Cost (2) | \$3,600 per lane mile | \$13,986,000 |
| (less) Committed State Funding Sources (3) | | (\$13,986,000) |
| Net General Fund Share | | \$0 |
| Other Maintenance Functions | | |
| Park Maintenance | 044 00700 | |
| Parks and Trails Cost | 944 acres \$4,000 per acre | \$3,775,000 |
| | φ4,000 μει ασισ | φο, 110,000 |
| Landscaping Maintained Square Footage | 26,000,000 sq.ft. | |
| Cost | \$0.45 | \$11,700,000 |
| Sidewalks, Curbs, and Gutters | | |
| Miles | 3,000 | |
| Cost | \$540 per mile | \$1,620,000 |
| Street Sweeping | | |
| Road Miles Cost | 1,700 | ¢2 200 000 |
| | \$1,400 per mile | \$2,380,000 |
| Street Lights Lights | 38,000 | |
| Cost | \$80 per light | \$3,040,000 |
| Road Signals | | |
| Signals | 488 | |
| Cost | \$4,500 per signal | \$2,196,000 |
| Street Tree Trimming | | |
| Street Trees Cost | 172,000 | ¢774.000 |
| | \$4.50 per tree | \$774,000 |
| Other Operating and Maintenance Costs (4) | | \$2,406,000 |
| Total | | \$41,877,000 |
| (less) Non-GF Operating Revenue Sources | | |
| CFD | | (\$4,685,000) |
| State Funding (5) Community Sanitation User Fees | | (\$4,508,000) (\$9,954,200) |
| Other Sources (6) | | (\$1,077,600) |
| Subtotal | | (\$34,210,800) |
| Net General Fund Cost | | \$7,666,200 |
| (less) Debt Service | | (\$902,300) |
| Operating Net General Fund Cost | | \$6,763,900 |

^{*} Reflect existing sub-optimal levels of service; does not include parking and facilities management funds.

⁽¹⁾ Based on the Department's detailed budget by function totals.

⁽²⁾ Rounded; reflects patching, overlay, and sealing based on the State Controller's Roads Report.

⁽³⁾ Include Measure C, prop 42, and special gas taxes.

⁽⁴⁾ Include the cost of administration and overhead and other miscellaneous items.

⁽⁵⁾ Less of funding sources committed to road maintenance; include Measure C, prop 42, and special gas taxes.

⁽⁶⁾ Include citywide beautification, street tree trimming support, and special project revolving fund.

Table D-15
New Public Works Infrastructure Needs
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Units | Source / Estimating Factor (1) | Infrastructure Increase From New Growth |
|-------------------------------|------------|--------------------------------|--|
| Road Maintenance (2) | lane miles | Dyett & Bhatia | 821 |
| Park Maintenance | acres | Dyett & Bhatia | 1,197 |
| Landscaping | sq.ft. | 15,294 per road mile | 4,712,452 |
| Sidewalks, Curbs, and Gutters | miles | 1.8 per road mile | 544 |
| Street Sweeping | road miles | Dyett & Bhatia | 308 |
| Street Lights | lights | 22.4 per road mile | 6,887 |
| Road Signals | signals | 0.3 per road mile | 88 |
| Street Tree Trimming | trees | 101 per road mile | 31,175 |

⁽¹⁾ Non Dyett & Bhatia ratio assumptions are based on the existing citywide average.

⁽²⁾ Reflect a mix of arterials, collectors, and residential streets.

Table D-16
Public Works Cost Estimates From New Growth and the General Fund Cost Share
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Alternative D | |
|---------------|--|
| | |
| | |

| | Existing Service | Level | Optimal Service Leve | el |
|--|-----------------------|------------------|-----------------------|----------------|
| Item | Per Unit | Buildout Total | Per Unit (1) | Buildout Total |
| Key Operating Expenditures | | | | |
| Road Maintenance (2) | \$3,600 per lane mile | \$2,956,980 | \$7,000 per lane mile | \$5,749,683 |
| Park Maintenance | \$4,000 per acre | \$4,788,000 | \$6,000 per acre | \$7,182,000 |
| Landscaping | \$0.45 per sq.ft. | \$2,120,603 | \$0.70 per sq.ft. | \$3,298,716 |
| Sidewalks, Curbs, and Gutters | \$540 per mile | \$293,622 | \$800 per mile | \$434,996 |
| Street Sweeping | \$1,400 per road mile | \$431,371 | \$1,400 per road mile | \$431,371 |
| Street Lights | \$80 per light | \$550,994 | \$120 per light | \$826,492 |
| Road Signals | \$4,500 per signal | \$398,021 | \$7,000 per signal | \$619,144 |
| Street Tree Trimming | \$4.50 per tree | <u>\$140,286</u> | \$40 per tree | \$1,246,987 |
| Total Cost | | \$11,679,877 | | \$19,789,388 |
| (less) Offsetting Non-General Fund Rev | /enues (3) | | | |
| CFD Funding (4) | | (\$901,000) | | (\$1,527,000) |
| State Funding (5) | | (\$1,987,000) | | (\$1,987,000) |
| Comm. Sanitation User Fees (6) | | (\$5,599,000) | | (\$5,599,000) |
| Other Revenues (7) | | (\$533,000) | | (\$533,000) |
| Subtotal | | (\$9,020,000) | | (\$9,646,000) |
| Net General Fund Cost Increase | | | | |
| From New Growth | | \$2,659,877 | | \$10,143,388 |
| Additional Cost of Providing Optimal Service Standard to Existing Facilities | | \$0 | | \$19,545,800 |

⁽¹⁾ EPS assumption based on comparable jurisdictions; reflects an increase in Fresno's existing service level.

⁽²⁾ Cost estimate reflects a weighted mix of arterials, collectors, and residential streets.

⁽³⁾ Rounded; for simplification the analysis assumes these funds are relatively fungible across operating expense categories although in reality some are restricted.

⁽⁴⁾ Additional special district funding is likely to be imposed on some new development in Fresno; this funding is assumed to cover all of the key Public Works categories shown above.

⁽⁵⁾ Includes Measure C, prop 42, and special gas taxes; based on the growth in retail sales tax relative to the existing base.

⁽⁶⁾ Based on the existing monthly charge of \$6.23 per household.

⁽⁷⁾ Reflect other revenues such as citywide beautification, street tree trimming support, and special project revolving fund; estimated at \$2 per service population based on the existing budget.

Table D-17
Operating Expenditures Summary
Fresno General Plan Fiscal Impact Analysis; EPS #20132

| Item | Existing Service Level Total | Optimal Service Level Total |
|-------------------------------------|-------------------------------------|-----------------------------|
| City Council | \$272,972 | \$272,972 |
| Office of the Mayor | \$174,551 | \$174,551 |
| City Clerk | \$64,707 | \$64,707 |
| Police | \$50,303,054 | \$70,236,417 |
| Fire | \$11,019,500 | \$18,103,600 |
| Parks & Recreation | \$10,846,915 | \$13,240,915 |
| Public Works | \$2,659,877 | \$10,143,388 |
| General City Purpose | \$88,054 | \$88,054 |
| Development and Resource Management | \$191,264 | \$191,264 |
| Finance | <u>\$1,400,807</u> | <u>\$1,400,807</u> |
| Total Operating Expenditures | \$77,021,701 | \$113,916,674 |

Table D-18

Fiscal Impact Summary

Fresno General Plan Fiscal Impact Analysis; EPS #20132

Alternative D

| Item | Existing Service Level Total | Optimal Service Level Total |
|-------------------------------------|------------------------------|-----------------------------|
| Operating Revenues | | |
| Sales Tax | \$7,766,402 | \$7,766,402 |
| Prop 172 Sales Tax | \$259,219 | \$259,219 |
| Property Tax | \$33,412,105 | \$33,412,105 |
| Motor Vehicle In Lieu | \$27,858,646 | \$27,858,646 |
| Business Tax | \$10,835,652 | \$10,835,652 |
| Franchise Tax | \$4,955,659 | \$4,955,659 |
| Hotel Room Tax | \$4,373,658 | \$4,373,658 |
| Real Estate Transfer Tax | \$495,239 | \$495,239 |
| Card Room Receipts | \$692,269 | \$692,269 |
| Charges for Current Services | \$7,058,674 | \$7,058,674 |
| Intergovernmental | <u>\$2,312,179</u> | <u>\$2,312,179</u> |
| Subtotal | \$100,019,703 | \$100,019,703 |
| Operating Expenditures | | |
| City Council | \$272,972 | \$272,972 |
| Office of the Mayor | \$174,551 | \$174,551 |
| City Clerk | \$64,707 | \$64,707 |
| Police | \$50,303,054 | \$70,236,417 |
| Fire | \$11,019,500 | \$18,103,600 |
| Parks & Recreation | \$10,846,915 | \$13,240,915 |
| Public Works | \$2,659,877 | \$10,143,388 |
| General City Purpose | \$88,054 | \$88,054 |
| Development and Resource Management | \$191,264 | \$191,264 |
| Finance | <u>\$1,400,807</u> | <u>\$1,400,807</u> |
| Subtotal | \$77,021,701 | \$113,916,674 |
| Net Impact | \$22,998,002 | (\$13,896,971) |



Fresno General Plan Rapid Fire Scenarios

Scenarios and Co-benefits Analysis for GP Alternatives

Rev. 16 March 2012

This memo accompanies the delivery of RapidFire scenario analysis of the City of Fresno's General Plan alternatives. Calthorpe Associates is pleased to have performed this analysis for the City free of charge in order to inform decision making and public discussions about the relative impacts of the General Plan alternatives. We believe that Fresno is a critical player in Valley land use dynamics and that a more informed GP process serves Fresno, other cities, and the region in helping to contextualize the fiscal, environmental, and public health impacts of land use policy choices.

In order to produce the General Plan analysis, we translated each General Plan alternative into the RapidFire modeling framework and worked with City staff to ensure that model assumptions were appropriate for the analysis. The RapidFire model, which has been deployed statewide in the Vision California project, and at the regional and county scales in the San Francisco Bay Area, Southern California, Honolulu, and other regions, is used to quickly and efficiently develop scenarios that express the impacts of varying growth and infrastructure patterns on a variety of critical sustainability indicators, including:

- Land consumption
- Infrastructure cost (including capital and operations & maintenance (O&M))
- City/jurisdictional revenues
- Vehicle miles traveled (VMT) and fuel consumption
- Transportation GHG and air pollutant emissions
- Building energy and water consumption and related GHG emissions
- Household costs for transportation and utilities
- Public health (air pollution-related) impacts and costs

The analysis of the Fresno General Plan alternatives highlights the role land use can play in meeting Fresno's fiscal, environmental and public heath goals. When comparing GP Alternative A (increased infill and focused growth) to Alternative C (trend growth, less infill, expansion of the SOI), Alternative A illustrates that a more focused land use pattern:

- Saves nearly 10 square miles of land from development.
- Reduces passenger vehicle travel the equivalent of taking 40,000 cars off of Fresno roads for a year.
- Reduces gasoline use by 14.4 million gallons in 2035.
- Saves households an average of \$1,240 a year from reduced auto fuel and utility bills.
- Reduces energy use enough to power over 9,000 homes.
- Saves enough water to serve 7,500 homes.
- Reduces capital and O&M costs for infrastructure by \$162 million to 2035.
- Saves \$13.8 million in health care costs due to reduced air-pollution related illnesses in 2035.

Note that all policies are held constant across all scenarios in order to highlight the impacts of General Plan land use variation on scenario performance. Policies for vehicle efficiency, carbon intensity of the fuel, power generation, and home energy and water efficiency and costs, are set at moderate rates that represent adopted or likely-to-be adopted policies in California and the Central Valley.

Fresno General Plan Update Scenarios - (March 2012) - DISCUSSION DRAFT 15-Mar-12 A. Revitalization, **Business as Usual B. Growth Area** C. Trend, Expands D. Hybrid of A, B, Infill, and Transit (Calthorpe **Development and** and C to SOI **Corridors within** Infill within SOI **Backcast)** SOI New growth housing unit mix BAU D Α В С Single Family Large Lot 70% 15% 16% 31% 24% Single Family Small Lot 10% 24% 23% 21% 22% 7% 17% Townhome 20% 19% 15% Multifamily 12% 41% 42% 33% 38% New growth housing units Single Family Large Lot 55,555 11,845 12,898 24,354 18,910 Single Family Small Lot 7,863 18,650 18,488 16,469 17,104 13,302 Townhome 5,860 15,924 14,650 11,892 9,722 32,965 26,286 29,685 Multifamily 32,581

| Gene | eral Plan Update Scenarios - (March | 2012) - DISCUSSION | DRAFT | | | | | | | | | | | |
|----------------------------------|--|---|---|-------------------------------|--------------------------|-------------------------------|--------------------------|------|--------------------|--------------------------|------------------|--------------------|--|--------------------------------|
| 15-Mar-12 2035 Annual Results | | Business as Usual (Calthorpe Backcast) | A. Revitalization, Infill, and Transit Corridors within SOI | | B. Growth Area Developme | ent and Infill within SOI | C. Trend, Expands to SOI | | | D. Hybrid of A, B, and C | | | ASSUMPTIONS | Rapid Fire calcula baseline |
| | | Result | Result | Diff from Diff from BAU Alt C | Result | Diff from Diff from BAU Alt C | Result | | Diff from Alt C | Result | Diff from BAU | Diff from Alt C | (Same assumptions used for all scenarios) | 200 |
| | SCENARIO | BAU | A | | В | | С | | | D | | | | Basel |
| | End-State Total Population, 2035 | 734,533 | 734,533 | | 734,533 | | 734,533 | | | 734,533 | | | Growth projections assume 79,000 new units and 125,000 new jobs (by 2035, relative to | 454,7 |
| | End-State Total Households, 2035 | 239,763 | 239,763 | | 239,763 | | 239,763 | | | 239,763 | | | 2010) for ALL scenarios. | 147,9 |
| | Total Greenhouse Gas (GHG) Emissions | | | | | | | | | | | | | |
| Total Er | Emissions (Transportation Combustion and Buildings) (MMT) | 2.74 MMT | 2.17 MMT | -21% -17% | 2.22 MMT | -19% -15% | 2.62 MMT | -4% | 0% | 2.23 MMT | -19% | -15% | Transportation GHG emissions include CO2-equivalent (CO2e) from passenger vehicle fuel | 2.4 N |
| | ICE Fuel Combustion Emissions (MMT) | 1.40 MMT | 0.96 MMT | -32% -15% | 1.01 MMT | -28% -9% | 1.12 MMT | -20% | 0% | 1.01 MMT | -28% | -10% | combustion. Building emissions include CO2e from residential and commercial electricity | 1.1 N |
| | Building Emissions (Residential and Commercial) | 1.33 MMT | 1.21 MMT | -9% -20% | 1.21 MMT | -9% -20% | 1.51 MMT | 13% | 0% | 1.22 MMT | -8% | -19% | and natural gas use. | 1.3 N |
| | Household Costs | | | | | | | | | | | | | |
| | Fuel and auto, energy, and water costs (2011\$) | \$15,682 | \$11,520 | -27% -11% | \$11,997 | -23% -8% | \$13,002 | -17% | 0% | \$12,007 | -23% | -8% | Household costs reflect averages for ALL households (including existing households), | |
| | Household fuel and auto costs (2011\$) | \$11,919 | \$8,132 | -32% -15% | \$8,614 | -28% -9% | \$9,513 | -20% | 0% | \$8,570 | -28% | -10% | expressed in 2011 dollars. Specific cost assumptions are further detailed below. | |
| | Household energy and water costs (2011\$) | \$3,763 | \$3,387 | -10% -3% | \$3,383 | -10% -3% | \$3,489 | -7% | 0% | \$3,437 | -9% | -1% | | |
| | Land Consumption | | | | | | | | | | | | [| |
| | Greenfield Land Consumed, Gross (sq mi) | 46.6 sq mi | 21.7 sq mi | -53% -31% | 25.1 sq mi | -46% -21% | 31.7 sq mi | -32% | 0% | 25.7 sq mi | -45% | -19% | Land consumption estimated based on per-capita rates, which vary by Land Development | |
| · | Greenfield Land Consumed, Gross (ac) | 29,806 ac | 13,909 ac | -53% -31% | 16,055 ac | -46% -21% | 20,263 ac | -32% | 0% | 16,435 ac | -45% | -19% | Category and are calibrated to past development patterns. | |
| | Transportation | | | | | | | | | | | | | |
| | VMT (miles) | 4.41 B mi | 3.01 B mi | -32% -15% | 3.19 B mi | -28% -9% | 3.52 B mi | -20% | 0% | 3.17 B mi | -28% | -10% | * All transportation results assume modest improvements in fuel economy (27 mpg by | 2.3 |
| | VMT per HH | 18,412 mi | 12,562 mi | -32% -15% | 13,306 mi | -28% -9% | 14,695 mi | -20% | 0% | 13,238 mi | -28% | -10% | 2035), and LCFS-based emissions (A 10% reduction, or ~17.3 lbs CO2e/gal by 2035). | 15,4 |
| | VMT per Capita | 6,010 mi | 4,100 mi | -32% -15% | 4,343 mi | -28% -9% | 4,797 mi | -20% | 0% | 4,321 mi | -28% | -10% | | 5,04 |
| | Fuel Consumed (gal) | 178.4 M gal | 121.7 M gal | -32% -15% | 128.9 M gal | -28% -9% | 142.4 M gal | -20% | 0% | 128.3 M gal | -28% | -10% | | 0.1 |
| | Fuel Cost (2011\$) | \$1.43 B | \$0.97 B | -32% -15% | \$1.03 B | -28% -9% | \$1.14 B | -20% | 0% | \$1.03 B | -28% | -10% | Fuel cost assumed to reach \$8 per gallon by 2035. (2011\$) | |
| Α | Auto Ownership, Maintenance, and Additional Costs (2011\$) | \$1.43 B | \$0.98 B | -32% -15% | \$1.03 B | -28% -9% | \$1.14 B | -20% | 0% | \$1.03 B | -28% | -10% | Auto ownership and maintenance costs assumed to be \$0.32 per mile (2011\$). | |
| | ICE Fuel Combustion Emissions (MMT) | 1.40 MMT | 0.96 MMT | -32% -15% | 1.01 MMT | -28% -9% | 1.12 MMT | -20% | 0% | 1.01 MMT | -28% | -10% | | 1 N |
| | ICE Fuel Combustion Emissions per Capita (lbs) | 4,208 lbs | 2,871 lbs | -32% -15% | 3,041 lbs | -28% -9% | 3,358 lbs | -20% | 0% | 3,025 lbs | -28% | -10% | | 5,12 |
| | Criteria Pollutant Emissions (tons) | 5,447 tons | 3,717 tons | -32% -15% | 3,937 tons | -28% -9% | 4,347 tons | -20% | 0% | 3,917 tons | -28% | -10% | Per-mile criteria pollutant emissions rates from EMFAC 2007. | 87,578 |
| | Public Health | | | | | | | | | | Not | e· Fxnress | health impacts and costs only as DIFFERENCES between scenarios (e.g., Compared to Scenar | rio |
| | Annual Health Incidences | 7,460 | 5,090 | -32% -15% | 5,391 | -28% -9% | 5,954 | -20% | 0% | 5,364 | | | would result in \$13.8 million less in health costs in 2035). | |
| | Annual Health Costs (2011\$) | | \$81,251,611 | -32% -15% | \$86,061,987 | -28% -9% | | -20% | 0% | \$85,624,000 | -28% | -10% | ussumptions developed by TIAA for the American Eang Association (Oct 2011). | |
| | Building Energy | | | | | | | | | | | | | |
| | Residential Electricity Consumed (kWh) | 1,778 GWh | 1,578 GWh | -11% -3% | 1,576 GWh | -11% -3% | 1,633 GWh | -8% | 0% | 1,605 GWh | -10% | -2% | Residential electricity and natural gas use for new units based on CEC RASS data by | |
| | Residential Natural Gas Consumed (therms) | 88,222,640 thm | 83,402,521 thm | -5% -2% | 83,354,420 thm | -6% -2% | 84,683,320 thm | -4% | 0% | 84,044,368 thm | -5% | -1% | residential type, for Fresno's climate zone (Title 24 zone 13). Average energy use for | |
| | Residential Energy Consumed (Btu) | 14.9 tril Btu | 13.7 tril Btu | -8% -2% | 13.7 tril Btu | -8% -2% | 14.0 tril Btu | -6% | 0% | 13.9 tril Btu | -7% | -1% | existing units (7,860 kWh/unit and 420 thm/unit) based on normalized monthly usage for | |
| | Commercial Energy Consumed (Btu) | 8.8 tril Btu | 7.8 tril Btu | -11% -3% | 7.9 tril Btu | -11% -3% | 8.1 tril Btu | -9% | 0% | 7.8 tril Btu | -11% | -3% | the City of Fresno, as reported by PG&E to the COF. | |
| | Total Energy Consumed (Btu) | 23.7 tril Btu | 21.6 tril Btu | -9% -2% | 21.6 tril Btu | -9% -2% | 22.1 tril Btu | -7% | 0% | 21.7 tril Btu | -8% | -2% | Commercial energy use for new and existing buildings based on average energy intensity of | |
| | Residential Building Emissions (MMT) | 0.83 MMT | 0.76 MMT | -8% -2% | 0.76 MMT | -8% -2% | 0.78 MMT | -6% | 0% | 0.77 MMT | -7% | -1% | all commercial floorspace in Fresno's climate zone (CEC Forecasting Zone 3) - 12.8 kWh/sq ft; 0.27 thm/sq ft. Note that commercial energy use does not comprise all "non-residential" | |
| | Commercial Building Emissions (MMT) | 0.50 MMT | 0.45 MMT | -11% -3% | 0.45 MMT | -11% -3% | 0.46 MMT | -9% | 0% | 0.45 MMT | -11% | -3% | use. as it does not include industrial energy use does not comprise all mon-residential | |
| | Residential Electricity per HH (kWh) | 7,416 kWh | 6,583 kWh | -11% -3% | 6,573 kWh | -11% -3% | 6,809 kWh | -8% | 0% | 6,693 kWh | -10% | -2% | Electricity emissions: 0.45 lbs/kWh in 2035 per Ssutainable Fresno Division based on input | |
| | Residential Natural Gas per HH (therms) | 368 thm | 348 thm | -5% -2% | 348 thm | -6% -2% | 353 thm | -4% | 0% | 351 thm | -5% | -1% | from PG&E. Natural gas emissions: 11.7 lbs/therm state average (no change, since | |
| | Residential Energy Use per HH (Btu) | 98.9 mil Btu | 90.0 mil Btu | -9% -2% | 90.0 mil Btu | -9% -2% | 92.2 mil Btu | -7% | 0% | 90.6 mil Btu | -8% | -2% | emissions are constant). | |
| | Residential Energy Cost (\$) | \$755 mil | \$678 mil | -10% -3% | \$677 mil | -10% -3% | \$698 mil | -7% | 0% | \$688 mil | -9% | -2% | Electricity cost: \$0.35 in 2035; natural gas cost: \$1.50 per therm by 2035 (2011\$). Per | |
| | Residential Energy Cost per HH (\$) | \$3,148 | \$2,826 | -10% -3% | \$2,822 | -10% -3% | \$2,913 | -7% | 0% | \$2,868 | -9% | -2% | Sustainable Fresno Division, March 2012. | |
| | Water | | | | | | | | | | | | | |
| | Water Consumed (AF) | 103,438 AF | 93,261 AF | -10% -3% | 93,501 AF | -10% -3% | 96,249 AF | -7% | 0% | 94,912 AF | -8% | -1% | Water use based on average per-capita indoor water use rates, and outdoor rates based on | |
| | Water Cost (\$) | \$147 mil | \$135 mil | -9% -3% | \$135 mil | -9% -3% | \$138 mil | -6% | 0% | \$136 mil | -8% | -1% | Fresno's evapotranspiration zone and assumptions about lot size and irrigated area. | |
| | Water Consumed per HH (gal) | 140,578 gal | 126,747 gal | -10% -3% | 127,074 gal | -10% -3% | 130,808 gal | -7% | 0% | 128,991 gal | -8% | -1% | | |
| | Residential Water Cost per HH (\$) | \$615 | \$562 | -9% -3% | \$561 | -9% -3% | \$576 | -6% | 0% | \$569 | -8% | -1% | Water cost: \$1,500 per acre-foot (2011\$), per Sustainable Fresno Division. | |
| | Water Consumed for new households only (AF) | 39,303 AF | 29,127 AF | -26% -9% | 29,367 AF | -25% -9% | 32,115 AF | -18% | 0% | 30,778 AF | -22% | -4% | | |
| | Water use per new HH (gal) | 139,483 gal | 103,367 gal | -26% -9% | 104,221 gal | -25% -9% | 113,971 gal | -18% | 0% | 109,227 gal | -22% | -4% | | |
| | Water cost per for new HH (2011\$) | \$51,267,900 | \$38,437,223 | -25% -8% | \$38,306,989 | -25% -9% | \$41,890,831 | -18% | 0% | \$40,146,823 | -22% | -4% | | |
| | Water cost per new HH (2011\$) | \$558 | \$419 | -25% -8% | \$417 | -25% -9% | \$456 | -18% | 0% | \$437 | -22% | -4% | | |
| | Infrastructure (Cumulative results to 2035) | | | | | | | | | | | | Infrastructure costs are one-time costs that include the construction of streets, parks, | |
| | Cumulative Infrastructure Cost (2011S) | \$1.64 B | \$1.27 B | -23% -10% | \$1.33 B | -19% -6% | \$1.41 B | -14% | 0% | \$1.35 B | -18% | -4% | water, and wastewater infrastructure. Operations and maintenance costs are ongoing costs that are incurred annually to maintain that infrastructure. Costs vary by dwelling unit type. | |
| | Cumulative Operations & Maintenance Cost (2011\$) | \$0.36 B | \$0.30 B | -16% -6% | \$0.31 B | -15% -5% | \$0.32 B | -10% | 0% | \$0.31 B | -13% | -3% | Totals reflect cumulative costs to 2035. | |
| | cumulative Operations & Maintenance Cost (2011\$) | | 1000 | | * * * | | | | | | | | | |

| Fresno | General Plan Update Scenarios - (March | 2012) - DISCUSSION | DRAFT | | | | | | | | | | | | | |
|------------|---|---|--------------------------|------------------------------|--------------------------|--------------------------|----------------------------|--------------------------|--------------------------|--------------------------|----------------------|--------------------------|----------------------------|------------------------------|---|---|
| | 15-Mar-12 | | | | | | | | | | | | | | | |
| | 2035 Annual Results | Business as Usual (Calthorpe Backcast) | A. Revitalization | on, Infill, and Trans SOI | sit Corridors within | B. Growth Are | ea Development an | nd Infill within SOI | | C. Trend, Expands to | SOI | 1 | D. Hybrid of A, B, a | and C | EQUIVALENCIES Alt A compared to Alt C | EQUIVALENCIES Alt A compared to BAU |
| I ⊢ | | Result | Result | Diff from BAU | Diff from Alt C | Result | Diff from BAU | Diff from Alt C | Result | Diff from BAU | Diff from Alt C | Result | Diff from BAU | Diff from Alt C | (Same assumptions used for all scenarios) | (Same assumptions used for all scenarios) |
| | SCENARIO | BAU | | Α | | | В | | | С | | | D | | | |
| | End-State Total Population, 2035 | 734,533 | 734,533 | | | 734,533 | | | 734,533 | | | 734,533 | | | | |
| | End-State Total Households, 2035 | 239,763 | 239,763 | | | 239,763 | | | 239,763 | | | 239,763 | | | | |
| | Total Greenhouse Gas (GHG) Emissions | | | | | | | | | | | | | | GREENHOUSE GAS EMISSIONS | GREENHOUSE GAS EMISSIONS |
| | Total Emissions (Transportation Combustion and Buildings) (MMT) | 2.74 MMT | 2.17 MMT 0.96 MMT | -0.57 MMT -0.45 MMT | -0.46 MMT -0.16 MMT | 2.22 MMT | -0.51 MMT -0.39 MMT | -0.40 MMT -0.11 MMT | 2.62 MMT | -0.11 MMT -0.28 MMT | | 2.23 MMT | -0.51 MMT -0.39 MMT | -0.40 MMT | Reduces total annual GHGs by the same amount sequestered by 185,000 acres of | Reduces annual total GHGs by the same amount sequestered by 230,000 acres of |
| | ICE Fuel Combustion Emissions (MMT) Building Emissions (Residential and Commercial) | 1.40 MMT 1.33 MMT | 1.21 MMT | -0.45 MMT | -0.16 MMT | 1.01 MMT 1.21 MMT | -0.39 MMT | -0.11 MMT | 1.12 MMT 1.51 MMT | -0.28 MMT | 0.00 MMT 0.00 MMT | 1.01 MMT 1.22 MMT | -0.39 MMT | -0.11 MMT -0.29 MMT | trees or 11.7 million tree seedlings grown for 10 years. | trees or 14.5 million tree seedlings grown for 10 years. |
| | Household Costs | 1.33 111111 | 2.22 (1.11) | 0.12 111111 | 0.23 (4.11) | 2.22 111111 | 0.12 111111 | 0.23 (4.14) | 2.52 10.1011 | 0.27 101111 | 0.00 141111 | 1.22 111111 | 0.22 (4)(4) | 0.25 111111 | HOUSEHOLD COSTS | HOUSEHOLD COSTS |
| | Fuel and auto, energy, and water costs (2011\$) | \$15,682 | \$11,520 | -\$4,162 | -\$1,482 | \$11,997 | -\$3,685 | -\$1,005 | \$13,002 | -\$2,680 | | \$12,007 | -\$3,675 | -\$995 | \$1,480 savings per household, per year in auto and utility costs. | \$4,160 savings per household, per year in auto and utility costs. |
| | Household fuel and auto costs (2011\$) | \$11,919 | \$8,132 | -\$3,787 | -\$1,381 | \$8,614 | -\$3,305 | -\$899 | \$9,513 | -\$2,406 | | \$8,570 | -\$3,349 | -\$943 | 7-7,000 000 000 000 000 000 000 000 000 00 | ¥ , , , , , , , , , , , , , , , , , |
| S | Household energy and water costs (2011\$) | \$3,763 | \$3,387 | -\$375 | -\$102 | \$3,383 | -\$380 | -\$106 | \$3,489 | -\$274 | \$0 | \$3,437 | -\$326 | -\$52 | | |
| S | Land Consumption | | | | | | | | | | | | | | LAND CONSUMPTION | LAND CONSUMPTION |
| | Greenfield Land Consumed, Gross (sq mi) | 46.6 sq mi | 21.7 sq mi | -24.8 sq mi | -9.9 sq mi | 25.1 sq mi | -21.5 sq mi | -6.6 sq mi | 31.7 sq mi | -14.9 sq mi | | 25.7 sq mi | -20.9 sq mi | -6.0 sq mi | Nearly 10 square miles of land saved. | Nearly 25 square miles of land saved. |
| | Greenfield Land Consumed, Gross (ac) | 29,806 ac | 13,909 ac | -15,897 ac | -6,354 ac | 16,055 ac | -13,751 ac | -4,207 ac | 20,263 ac | -9,544 ac | ac | 16,435 ac | -13,372 ac | -3,828 ac | | |
| O | Transportation | | | | | | | | | | | | | | TRANSPORTATION | TRANSPORTATION |
| DIS | VMT (miles) | 4.41 B mi | 3.01 B mi 12.562 mi | -1.40 B mi | -0.51 B mi | 3.19 B mi | -1.22 B mi | -0.33 B mi | 3.52 B mi | -0.89 B mi -3.717 mi | 0.00 B mi | 3.17 B mi | -1.24 B mi -5.173 mi | -0.35 B mi | Over 40,000 cars off Fresno's roads. | Over 114,000 cars off Fresno's roads. |
| | VMT per HH VMT per Capita | 18,412 mi 6,010 mi | 4,100 mi | -5,849 mi -1,909 mi | -2,133 mi -696 mi | 13,306 mi 4,343 mi | -5,106 mi -1,667 mi | -1,389 mi -453 mi | 14,695 mi 4,797 mi | -3,/1/ mi -1,213 mi | mi mi | 13,238 mi 4,321 mi | -5,173 mi -1,689 mi | -1,457 mi - 475 mi | | |
| | Fuel Consumed (gal) | 178.4 M gal | 121.7 M gal | -56.7 M gal | -20.7 M gal | 128.9 M gal | -49.5 M gal | -13.5 M gal | 142.4 M gal | -36.0 M gal | | 128.3 M gal | -50.1 M gal | -14.1 M gal | 21 million gallons less fuel consumed in 2035 over 2,400 tanker trucks' worth of | 57 million gallons less fuel consumed in 2035 over 6,600 tanker trucks' worth of |
| | Fuel Cost (2011\$) | \$1.43 B | \$0.97 B | -\$454 M | -\$165 M | \$1.03 B | -\$396 M | -\$108 M | \$1.14 B | -\$288 M | \$0 M | \$1.03 B | -\$401 M | -\$113 M | gas, or over a million barrels of oil. | gas, or over 2.8 million barrels of oil. |
| | Auto Ownership, Maintenance, and Additional Costs (2011\$) | \$1.43 B | \$0.98 B | -\$454 M | -\$166 M | \$1.03 B | -\$397 M | -\$108 M | \$1.14 B | -\$289 M | \$0 M | \$1.03 B | -\$402 M | -\$113 M | 0.9. | 0 .,, |
| | ICE Fuel Combustion Emissions (MMT) | 1.40 MMT | 0.96 MMT | -0.45 MMT | -0.16 MMT | 1.01 MMT | -0.39 MMT | -0.11 MMT | 1.12 MMT | -0.28 MMT | 0.00 MMT | 1.01 MMT | -0.39 MMT | -0.11 MMT | | |
| | ICE Fuel Combustion Emissions per Capita (Ibs) | 4,208 lbs | 2,871 lbs | -1,337 lbs | -487 lbs | 3,041 lbs | -1,167 lbs | -317 lbs | 3,358 lbs | -849 lbs | | 3,025 lbs | -1,182 lbs | -333 lbs | | |
| | Criteria Pollutant Emissions (tons) | 5,447 tons | 3,717 tons | -1,731 tons | -631 tons | 3,937 tons | -1,511 tons | -411 tons | 4,347 tons | -1,100 tons | tons | 3,917 tons | -1,531 tons | -431 tons | HEALTH MADACTC | HEALTH IMPACTS |
| | Public Health | 7,460 | 5.000 | -2,370 | 054 | 5 204 | -2,069 | -563 | 5.054 | -1,506 | | 5.054 | -2,096 | 500 | HEALTH IMPACTS | |
| | Annual Health Incidences Annual Health Costs (2011\$) | 7,460 \$119,085,532 | 5,090 \$81,251,611 | -2,370 -\$37,833,920 | -864 -\$13,793,110 | 5,391 \$86,061,987 | -2,069 -\$33,023,544 | -563 -\$8,982,734 | 5,954 \$95,044,721 | -1,506 -\$24,040,810 | | 5,364 \$85,624,000 | -2,096 -\$33,461,532 | -590 -\$9,420,721 | \$13.8 million less in healthcare spending for air pollution-related illnesses in 2035. | \$37.8 million less in healthcare spending for air pollution-related illnesses in 2035. |
| | Building Energy | Q113,003,332 | ,01,231,011 | -537,033,320 | -\$15,755,110 | \$60,001,367 | -533,023,344 | -30,302,734 | \$55,044,721 | -524,040,810 | ý0 | 983,024,000 | -533,401,332 | -53,420,721 | ENERGY | ENERGY |
| | Residential Electricity Consumed (kWh) | 1,778 GWh | 1,578 GWh | -200 GWh | -54 GWh | 1,576 GWh | -202 GWh | -57 GWh | 1,633 GWh | -146 GWh | | 1.605 GWh | -174 GWh | -28 GWh | ENERG! | 2.12.101 |
| | Residential Natural Gas Consumed (therms) | 88,222,640 thm | 83,402,521 thm | -4,820,118 thm | -1,280,799 thm | 83,354,420 thm | -4,868,220 thm | -1,328,900 thm | 84,683,320 thm | -3,539,319 thm | | 84,044,368 thm | -4,178,272 thm | -638,952 thm | | |
| | Residential Energy Consumed (Btu) | 14.9 tril Btu | 13.7 tril Btu | -1,164 bil Btu | -313 bil Btu | 13.7 tril Btu | -1,177 bil Btu | -326 bil Btu | 14.0 tril Btu | -851 bil Btu | | 13.9 tril Btu | -1,010 bil Btu | -159 bil Btu | Enough energy saved annually to power over 9,000 homes. | Enough energy saved annually to power over 37,000 homes. |
| | Commercial Energy Consumed (Btu) | 8.8 tril Btu | 7.8 tril Btu | -973 bil Btu | -219 bil Btu | 7.9 tril Btu | -963 bil Btu | -210 bil Btu | 8.1 tril Btu | -753 bil Btu | | 7.8 tril Btu | -974 bil Btu | -221 bil Btu | | |
| | Total Energy Consumed (Btu) | 23.7 tril Btu | 21.6 tril Btu | -2,136 bil Btu | -532 bil Btu | 21.6 tril Btu | -2,140 bil Btu | -536 bil Btu | 22.1 tril Btu | -1,604 bil Btu | | 21.7 tril Btu | -1,985 bil Btu | -381 bil Btu | | |
| | Residential Building Emissions (MMT) | 0.83 MMT 0.50 MMT | 0.76 MMT | -0.07 MMT -0.06 MMT | -0.02 MMT | 0.76 MMT | -0.07 MMT | -0.02 MMT | 0.78 MMT 0.46 MMT | -0.05 MMT -0.04 MMT | | 0.77 MMT 0.45 MMT | -0.06 MMT -0.06 MMT | -0.01 MMT -0.01 MMT | | |
| | Commercial Building Emissions (MMT) Residential Electricity per HH (kWh) | 7,416 kWh | 0.45 MMT 6,583 kWh | -0.06 MM1 | -0.01 MMT -226 kWh | 0.45 MMT 6,573 kWh | -0.06 MMT -844 kWh | -0.01 MMT -236 kWh | 6,809 kWh | -0.04 MM1 | | 6,693 kWh | -0.06 MMI -724 kWh | -0.01 MM1 -117 kWh | | |
| | Residential Natural Gas per HH (therms) | 368 thm | 348 thm | -20 thm | -5 thm | 348 thm | -20 thm | -6 thm | 353 thm | -15 thm | | 351 thm | -17 thm | -3 thm | | |
| | Residential Energy Use per HH (Btu) | 98.9 mil Btu | 90.0 mil Btu | -8.9 mil Btu | -2.2 mil Btu | 90.0 mil Btu | -8.9 mil Btu | -2.2 mil Btu | 92.2 mil Btu | -6.7 mil Btu | | 90.6 mil Btu | -8.3 mil Btu | -1.6 mil Btu | | |
| | Residential Energy Cost (\$) | \$755 mil | \$678 mil | -\$77 mil | -\$21 mil | \$677 mil | -\$78 mil | -\$22 mil | \$698 mil | -\$56 mil | | \$688 mil | -\$67 mil | -\$11 mil | | |
| | Residential Energy Cost per HH (\$) | \$3,148 | \$2,826 | -\$322 | -\$87 | \$2,822 | -\$326 | -\$91 | \$2,913 | -\$235 | \$0 | \$2,868 | -\$279 | -\$45 | | |
| | Water | | | | | | | | | | | | | | WATER | WATER |
| | Water Consumed (AF) | 103,438 AF | 93,261 AF | -10,177 AF | -2,988 AF | 93,501 AF | -9,936 AF | -2,747 AF | 96,249 AF | -7,189 AF | AF | 94,912 AF | -8,526 AF | -1,337 AF | Enough water saved annually to serve over 7,500 homes. | Enough water saved annually to serve over 26,000 homes. |
| | Water Cost (\$) Water Consumed per HH (gal) | \$147 mil 140,578 gal | \$135 mil 126,747 gal | -\$12.8 mil -13,831 gal | -\$3.5 mil -4,061 gal | \$135 mil 127,074 gal | -\$13.0 mil -13,504 gal | -\$3.6 mil -3,734 gal | \$138 mil 130,808 gal | -\$9.4 mil -9,770 gal | | \$136 mil 128,991 gal | -\$11.1 mil -11,587 gal | -\$1.7 mil -1,817 gal | | |
| | Residential Water Cost per HH (\$) | \$615 | \$562 | -13,831 gai -\$54 | -4,061 gai -\$14 | \$561 | -13,504 gai -\$54 | -3,734 gai -\$15 | \$576 | -9,770 gai -\$39 | | \$569 | -11,587 gai -\$46 | -1,817 gai -\$7 | | |
| | Water Consumed for new households only (AF) | 39,303 AF | 29,127 AF | -10,177 AF | -2,988 AF | 29,367 AF | -9,936 AF | -2,747 AF | 32,115 AF | -7,189 AF | AF | 30,778 AF | -8,526 AF | -1,337 AF | | |
| | Water use per new HH (gal) | 139,483 gal | 103,367 gal | -36,117 gal | -10,605 gal | 104,221 gal | -35,262 gal | -9,750 gal | 113,971 gal | -25,512 gal | gal | 109,227 gal | -30,257 gal | -4,745 gal | Over 10,000 gallons saved per new household. | Over 36,000 gallons saved per new household. |
| 1 | Water cost for new HH (2011\$) | \$51,267,900 | \$38,437,223 | -\$12,830,677 | -\$3,453,608 | \$38,306,989 | -\$12,960,911 | -\$3,583,842 | \$41,890,831 | -\$9,377,069 | \$0 | \$40,146,823 | -\$11,121,077 | -\$1,744,008 | | |
| | Water cost per new HH (2011\$) | \$558 | \$419 | -\$140 | -\$38 | \$417 | -\$141 | -\$39 | \$456 | -\$102 | \$0 | \$437 | -\$121 | -\$19 | | |
| | Infrastructure (Cumulative results to 2035) | | 4 | | | | 4 | | | | | | | | INFRASTRUCTURE COSTS | INFRASTRUCTURE COSTS |
| | Cumulative Infrastructure Cost (2011S) | \$1.64 B | \$1.27 B | -\$375 M | -\$143 M | \$1.33 B | -\$312 M | -\$80 M | \$1.41 B | -\$233 M | \$0 M | \$1.35 B | -\$296 M | -\$63 M | \$162 million less in local spending to build, operate, and maintain infrastructure by | \$432 million less in local spending to build, operate, and maintain infrastructure by |
| | Cumulative Operations & Maintenance Cost (2011\$) | \$0.36 B | \$0.30 B | -\$57 M | -\$20 M | \$0.31 B | -\$54 M | -\$17 M | \$0.32 B | -\$37 M | \$0 M | \$0.31 B | -\$48 M | -\$11 M | 2035. | 2035. |
| | Cumulative Revenues (\$) | \$4.76 B | \$4.62 B | -\$140 M | \$109 M | \$4.48 B | -\$275 M | -\$27 M | \$4.51 B | -\$248 M | \$0 M | \$4.60 B | -\$158 M | \$90 M | | |

Fresno General Plan Conceptual Alternatives —Preliminary Draft for Discussion Purposes

Summary Comparison of Three Evaluations: GP Alternatives Report for GP Citizens Committee, EPS Fiscal Impact Analysis, and Rapid Fire Scenarios

| | Alternative A | Alternative B | Alternative C | Alternative D |
|--|---------------|---------------|---------------|---------------|
| GP Alternatives Report for GP Citizens Committee ¹ | | | | |
| City Building Qualitative Evaluation by Dyett & Bhatia/ MW Steele Group of | 1 | 3 | 4 | 2 |
| Implications of Alternatives Versus Vision and Guiding Principles – Comparison | | | | |
| Ranking | | | | |
| Capacity Efficiency (Urban Density Ratio = Employment+ Households/ divided by | High | Low | Low | Moderate |
| Gross Area Used) | | | | |
| Mobility, Transportation and Air Quality – Fehr& Peers | | | | |
| VMT Implications of Transportation GHG Emissions and Air Quality | Low | Moderate | High | Moderate |
| Trip Length | Low | Moderate | High | Moderate |
| Arterial Traffic Volume | Highest | Moderate | Low | Moderate |
| Arterial Travel Time | Moderate | Low | Low | Moderate |
| Freeway Traffic Volume | Moderate | Low | Moderate | High |
| Freeway Travel Time | Moderate | Low | Low | High |
| Economic Planning Systems Fiscal Impact Analysis of Concept Alternatives- | | | | |
| Revenues Over Costs and Projected Impacts on the General Fund ² | | | | |
| Net Impact as % of Revenues Using Existing (Sub-Optimal) Service Levels | +25% | +18% | +18% | +23% |
| Net Impact as % of Revenues Using Optimal Service Levels | -10% | -21% | -21% | -14% |
| Rapid Fire Scenarios & Co-Benefits Analysis³ vs. Baseline | | | | |
| Total GHG Emissions – Transportation and Buildings - Millions of Metric Tons | 81% | 83% | 98% | 83% |
| Household Fuel and Auto, Energy and Water Costs | 74% | 77% | 83% | 77% |
| Land Consumption | 47% | 54% | 68% | 56% |
| Transportation – Vehicle Miles Traveled | 69% | 72% | 80% | 72% |
| Public Health – Annual Incidences and Costs | 68% | 72% | 80% | 72% |
| Building Energy –Electricity and Natural Gas - Residential and Commercial | 89% | 89% | 92% | 90% |
| Water Consumed for New Households | 74% | 75% | 82% | 78% |
| Infrastructure (Cumulative to 2035) | | | | |
| Cumulative Infrastructure (In 2011 dollars) | 77% | 81% | 86% | 82% |
| Cumulative Operations and Maintenance (In 2011 dollars) | 84% | 85% | 90% | 87% |

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¹ GP Alternatives Report prepared by *Dyett & Bhatia/ MW Steele Group* and City Long Range Staff.

² EPS Fiscal Analysis Report indicates existing sub-optimal public service levels and standards are fiscally sustainable but have negative implications for quality-of-life and infrastructure maintenance. The estimated added annual cost of providing optimal service levels for all alternatives would be an additional \$74 million to existing residents and \$14 million to new residents (based on development in Alt. D), not counting an additional capital replacement funding deficiency. Pages 9-17, Key Findings and Policy Considerations. There are numerous fiscal policy implications of growth and development generally and related to the alternatives.

³ Raid Fire Model Assessment prepared by Calthorpe Associates. Planning area totals with percent performance figures are versus constant of 100% for 'business as usual' backcast trend calculated for Fresno area. Assumptions, actual measures and dollar implications are contained in March 16, 2012 report, plus estimated savings by measured category calculated for comparison between Alt A vs. Alt C.